



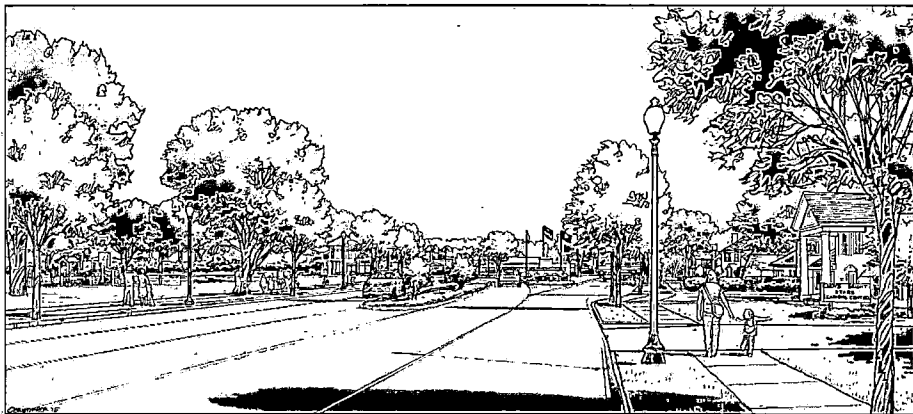
# DIVISION STREET / FOREST STREET DOVER CAPITAL GATEWAY PLAN AND DESIGN BOOK



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# Executive Summary



In the fall of 2015, the City of Dover and the Dover/Kent County Metropolitan Planning Organization (MPO) jointly conducted a planning study of two of the main east-west corridors in downtown Dover: Division Street and Forest Street. The primary purpose of the study, called the Capital Gateway Study, was to develop a master land use and transportation plan for these two corridors, which would set an overall vision for the area as it re-develops. The study was to build upon work that had been developed as part of the City's Restoring Central Dover Plan, completed in 2013. The RCD Plan served as a comprehensive blueprint for revitalizing central Dover, both physically and socio-economically.

The Capital Gateway Study evaluated Division Street between Saulsbury Road and State Street, and Forest Street from Division Street to the railroad tracks. Division Street, designated as Delaware Route 8, is the primary east-west roadway through Dover, carrying an average of 19,000 vehicles per day. Forest Street, which transitions into Lookerman Street, downtown Dover's primary commercial district, is a two-lane road, where traffic volumes exceed 9,000 vehicles per day. Land use in this area consists of a mixture of uses, including residential, industrial, light commercial, and office. A school in the Capital School District — Booker T. Washington Elementary -- also is located along Division Street.

A primary objective of the Capital Gateway Study was to ensure that its recommendations were community-driven. The project team initially met with local stakeholders such as business owners, Realtors, members of transportation agencies, representatives from the local school district, and City leaders to gather important insight on local goals, concerns, and ideas. Following the initial stakeholder involvement, the project team engaged stakeholders and the general community through a public involvement process known as a design charrette. A charrette is a multi-day collaborative design workshop led by consultants and agency staff that engages all interested parties in design-based decision making. The charrette, which occurred over four days in November 2015, engaged more than 80 individuals whose input directly led to many of the recommendations included in this report.

From the charrette, the following four guiding principles and objectives emerged:

- **Transportation** - Achieve comfortable, balanced circulation and accessibility for all modes
- **Urban Design/Land Use** - Create an aesthetically pleasing, welcoming, and vibrant gateway to the Capitol District that has a defined sense of place and attracts positive activity
- **Regulatory** - Provide predictability and clear expectations for current and prospective property owners
- **Social** - Engage residents in support and achievement of the vision and plan

The final recommendations of the study, which are delineated into the above categories, are described in the Implementation Plan on page 62 of this report.

# Background

Dover has been Delaware's capital city since 1777 and is one of the longest-serving capitals in the United States. The city — platted on a grid around the town's original public square, The Green — grew slowly outward for most of its early history. Since the mid-20th century, the city's growth has pushed outward significantly in all directions, covering over 23 square miles. The focus of the Capital Gateway Study and plan is an area of approximately 1/3 of a square mile surrounding Delaware Route 8 (Division Street), located to the north and west of the city's historic center (Figure 1). With Route 8 as the major thoroughfare serving travelers entering Dover from the west, this corridor is as an important entry point to the city. Despite its role as the western gateway to the state's capital, the corridor remains an unremarkable and uninviting stretch of roadway and adjacent development.

This study and plan aims to transform Dover's Route 8 into an inviting and attractive gateway. The Dover-Kent County Metropolitan Planning Organization, in partnership with the City of Dover, has solicited community and stakeholder involvement to establish a community vision and plan for the Division Street and Forest Street gateway. As development/redevelopment begins to occur and public projects are implemented, this plan and its recom-

mendations will help ensure that improvements are cohesive and aligned with the vision of the community, and efforts are well-coordinated and support comprehensive area-wide revitalization.

## PROJECT PURPOSE

This project has been undertaken to prepare for development and redevelopment of private and public property along the Division Street and Forest Street corridors.

As development occurs and public projects are implemented, this plan will help ensure physical improvements are cohesive and aligned with the vision of the community, and efforts are well-coordinated and support comprehensive area-wide revitalization.

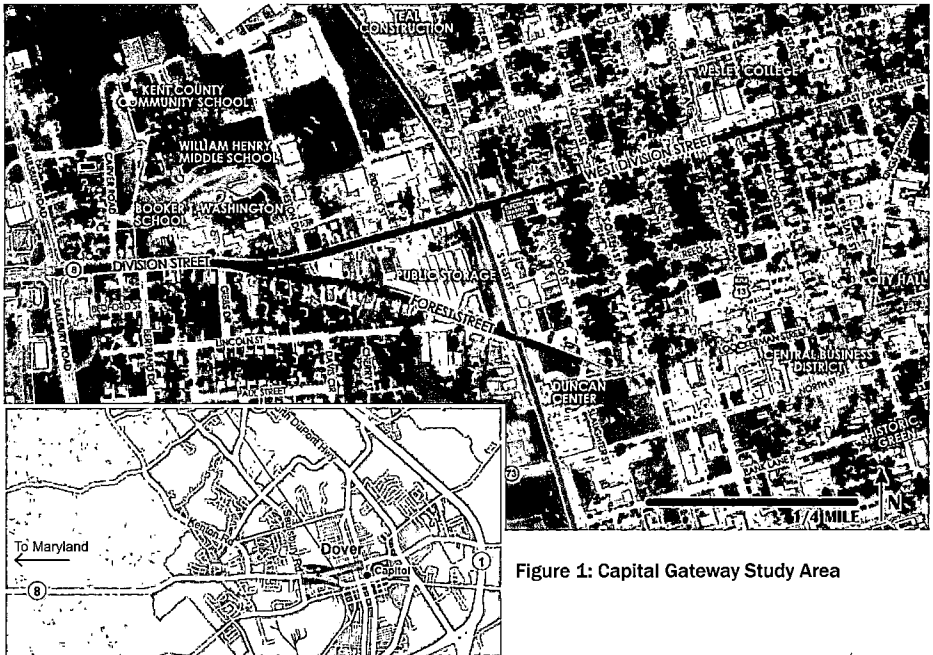


Figure 1: Capital Gateway Study Area

## PLANNING CONTEXT AND COMMUNITY VISION

This plan has been created to work in conjunction with and build on the recommendations of several recent plans covering various areas of central Dover. This study and plan are intended to build on the findings of these related plans to advance the community's vision, priorities, and preferences efficiently and comprehensively. Figure 2 shows central Dover and the approximate geographic boundaries of this corridor plan and related plans.

The [Restoring Central Dover Plan](#), published in 2014, addressed important socio-economic factors related to strengthening the community. This neighborhood-focused plan laid out a specific framework to advance community empowerment, affordable housing opportunities, economic development, equality, and the coordination and leveraging of community resources. The plan is under active implementation through NCALL and many area organizations and leaders.

As a component of the broad revitalization efforts underway through the Restoring Central Dover initiative, the Capital Gateway project will complement that work through emphasis on the physical environment of the Division Street and Forest Street corridors. To that end, this plan offers recommendations for improvements to the streetscape, surrounding land use, and public spaces to enhance the neighborhood's livability and build community pride. The Capital Gateway Plan is guided by the principles of bettering the resident, employee, pedestrian, driver, bicyclist, and visitor experience of central Dover.

Dover's 2011 [Transit Center Neighborhood Plan](#) contains design and planning strategies for the area southeast of downtown Dover. It focuses on achieving the community vision to "create a downtown worthy of the First State Capital" and includes strategies for transport through downtown, community revitalization, building, and streetscape improvements, a coordinated parking

strategy, historic preservation, open space, and corridor design. Additionally, the plan promotes walkability and connectivity, a district parking plan, and a focus on the neighborhood surrounding the new Transit Center. This Capital Gateway Plan builds on the overall development and redevelopment strategies and design preferences identified in the Transit Center Neighborhood Plan and carries this physically oriented plan north and west. Between these two plans the majority of central Dover has a current vision and plans for achieving the community's desired physical development.

Other important plans include the [City's Comprehensive Plan](#) (last updated in 2009) and the City of [Dover's Bicycle Plan and Pedestrian Plan](#).

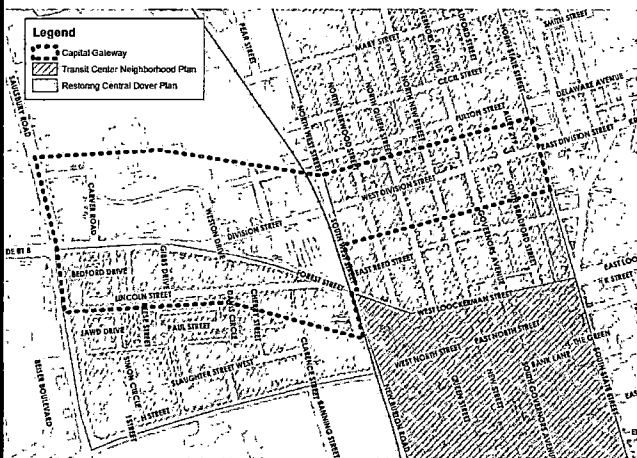
Notably, the Comprehensive Plan highlighted community member likes and dislikes, with which the findings of this study/planning process were consistent. Likes include historic buildings, landscaping, and the mix of land uses. Dislikes include vacant buildings, not enough pedestrian and bicycle facilities, and not enough recreational opportunities.

The bicycle and pedestrian plans (2015) suggest specific alignments for bike and pedestrian improvements and other recommendations that have been thoroughly studied, many of which are incorporated into the recommendations of this plan.

The Capital Gateway Plan builds on recently completed community plans for central Dover.

The Plan addresses the area outlined in blue, which was not included in the Transit Center Neighborhood Plan or the Restoring Central Dover Plan, helping to create this series of documents that complement each other and serve as a comprehensive blueprint for revitalizing central Dover, both physically and socio-economically.

Figure 2: Areas Addressed by Recent Central Dover Plans



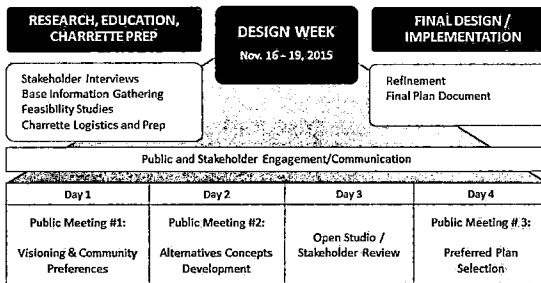
## PUBLIC PLANNING PROCESS

An important aspect of this corridor planning effort was to implement a community-driven and engaged process, which would maintain the City's approach to planning that is "from the people and for the people." A community design charrette (see sidebar) was chosen as the method through which to best engage all stakeholders and the general community in developing this Corridor Plan.

This charrette was referred to as Design Week and was held in the study area at the Inner City Sankofa Cultural Arts Center, November 16 through November 19, 2015. Approximately 80 individuals representing organizations and the general public participated over the week. The overall project structure/timeline and Design Week components are shown in Figure 3 and further described below. (Participants in the pre-Design Week interviews and Design Week activities are acknowledged on the last page of this report.)

**Community Design Charrette:**  
a multi-day collaborative design workshop led by consultants and sponsor staff that engages all interested parties in design-based decision making.

Figure 3: Capital Gateway Charrette Process



### Pre-charrette Preparation

**Interviews**—The project team held confidential stakeholder interviews to familiarize primary and secondary stakeholders with the project and process and to gather important insight on their organization's activity, interest, goals, vision, concerns, and ideas. This information was used, in part, to refine the plan framework.

**Review base information**—The project team gathered and reviewed existing information about the study area and its surroundings (see next section, page 6).

### Design Week

**Visioning and Community Preferences:** Building on the findings of the interviews during the pre-charrette phase, the objectives of Public Meeting 1 were to introduce the project to the community and stakeholders, gather community and stakeholder goals and shape a vision for the Gateway Plan, and identify and confirm opportunities/challenges in the study area.

**Activities:** formal presentation given by the project team; "Vision Wall" and exit survey, to gather participants' individual goals and vision for the corridor; small group mapping activity of strong and weak locations in the community; and reporting results to the larger group.

**Alternatives Concept Development:** Public Meeting 2 focused on reviewing and affirming the Community Vision/Goals and key areas of opportunity or challenge in the study area, defining design preferences, and developing preliminary ideas and solutions.

**Activities:** formal presentation; visual preference survey; small group activity to map and discuss stakeholders' ideas for the corridor; and reporting results from the preference survey and small group activity to the full group.

**Open Studio / Key Stakeholder Review:** Day three was spent developing concepts in preparation for the final public meeting. The project team's workspace "Studio" was opened to the public to provide a convenient opportunity for anyone to drop in during the day to learn about the project, see progress, and share opinions. The project team met with key stakeholders to present corridor concepts and ensure they met the standards of those entities with regulatory power prior to presenting them to the full community at Public Meeting 3.

**Preferred Plan Selection:** Public Meeting 3 aimed to present the corridor plans and alternatives to participants, demonstrate their ideas and the logic behind the various alternatives; and provide an opportunity for discussion and feedback on the plan alternatives.

**Activities:** formal presentation of the alternatives and the logic behind them; small group review and discussion of each alternative followed by individual voting for each alternative in areas of key importance (walkability, bikeability, parking, driving, and beautification); and reporting the small group discussions as well as results of the polling. (See Design Week results on pages 10 and 11.)

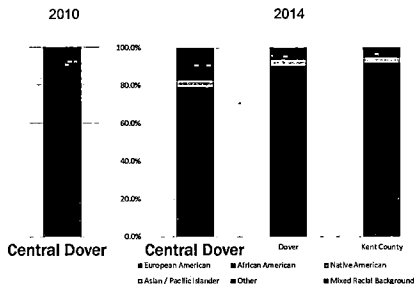
## STUDY AREA CONDITIONS

A summary of current study area conditions are presented in this section. The information noted herein are factors most related to the physical character and design of the community addressed directly by this Plan. Additional information about area conditions can be found in the resources noted on the back page.

### Population

Since 2010, central Dover's population change has hovered around zero. During the same period, the City of Dover has seen slight growth in its population—under five percent—and Kent County's growth rate has been roughly double that of the city as a whole, approximately seven percent. Figure 4 shows the change in racial makeup of central Dover's population, which has become shifted closer to that of Dover as a whole.

**Figure 4: Change in Racial Composition of Central Dover Population**



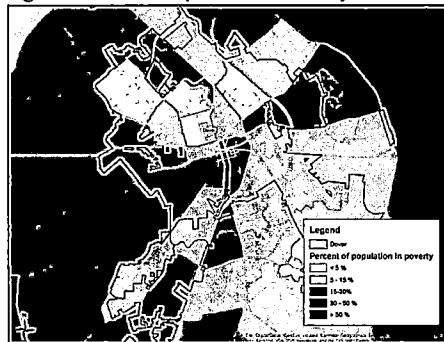
Source: American Community Survey, 2010 and 2014 (5 year data)

### Employment

According to the 2014 Restoring Central Dover Study, only one percent of residents of central Dover also work in central Dover. Job and resident location information from the Longitudinal Employer-Household Dynamics (LEHD) program indicate that residents of central Dover largely work along Route 13, especially concentrated around the Dover Mall and Dover Downs, around the Capital Green and Kent General Hospital, and Smyrna. Of those who work in central Dover, half (approximately 3,100) live within 10 miles; of those approximately 1400 (over one-third) are coming from the south (includes southeast and southwest), as shown in the radial diagram in Figure 6. Of all commuters to central Dover, approximately 1700 are coming from a westerly direction—likely regular users of the Division Street / Forest Street gateway. Figure 6 also illustrates the commute of those who work in central Dover.

Central Dover has a high concentration of residents in poverty as compared to surrounding areas. Figure 5 shows the concentration of population in poverty in the Dover area. Some services for disadvantaged and homeless residents of Dover are located in central Dover. As reported in the Restoring Central Dover report, these challenges "will require the continued expansion of local services to meet the needs of residents." (p. 12)

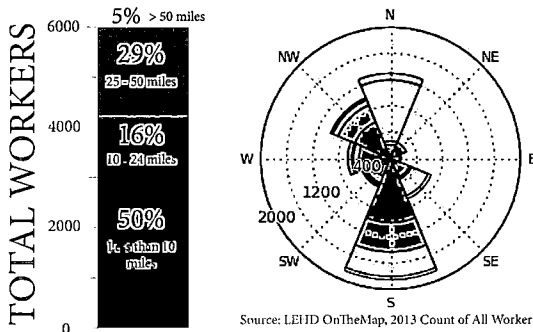
**Figure 5: Percent Population in Poverty**



Source: American Community Survey, 2013 (5 year data)

**Figure 6: Distance & Direction of the Home Location of Central Dover Workers**

*Two-thirds of the approximately 6,360 people who work in central Dover live within 24 miles.*



Source: LEHD OnTheMap, 2013 Count of All Workers

## Land Use and Development

Division Street was the northern boundary of the city during the early 1800s. Areas to the north were rural farmland and woods held by multiple large landowners. By the mid-1800s, landowners began dividing the land to establish lots and streets, expanding the developed area of the town. Development continued into the early 1900s and commercial and suburban development expanded to the east and west following World War II. Today, the Division Street—Capital Gateway study area is marked by its predominantly post-WWII style development patterns and buildings at its western edge (bound by Saulsbury Road), giving way to the historic town center and Victorian and historic brick architecture at its eastern borders.

Land use in the corridor is illustrated in Figures 7-9. A pocket of industrial use exists north of Division Street along the railroad. Residential use is predominant south of Division and Forest Streets from Saulsbury Road to Lincoln Street and along Division Street east of the railroad. Office/commercial, industrial, and a little mixed use predominate on the north side of Division from Ridgely Street to the west, along both sides of Forest Street from Lincoln Street eastward, and interspersed along Division Street east of the railroad.

Figure 11 (page 8), shows the current zoning of parcels in the corridor. The current zoning indicates that redevelopment in the corridor would ultimately result in more commercial/office and mixed use along Division Street and along Forest Street generally east of Lincoln Street. The remainder of land use along the corridor is generally aligned with what presently exists. The City's future land use map designates most of the property along the corridor for mixed use.

Figure 13 (page 9) shows major property ownership, vacant property, and property for lease/sale. Narrow / irregular shaped lots limit substantial redevelopment along Division Street in the east end of the study area. Figure 10 shows how closely buildings abut the sidewalk and right-of-way in that area.



Figure 10: Buildings on Division Street

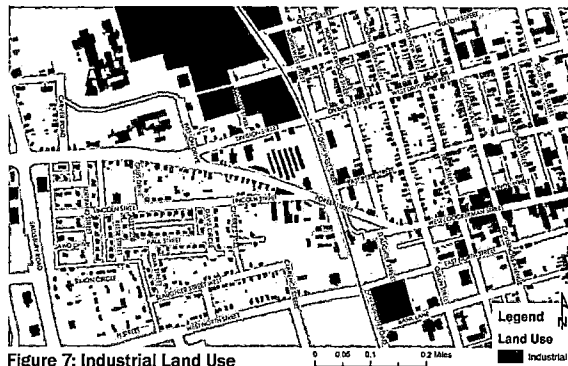


Figure 7: Industrial Land Use

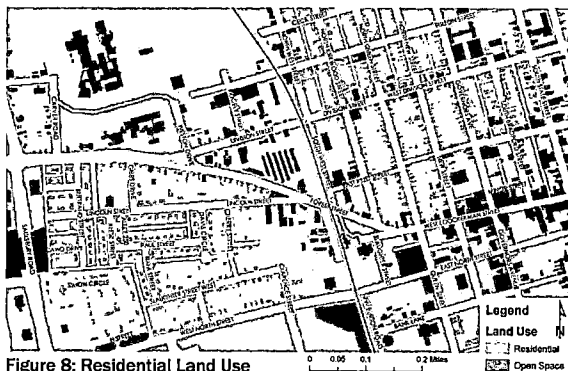


Figure 8: Residential Land Use

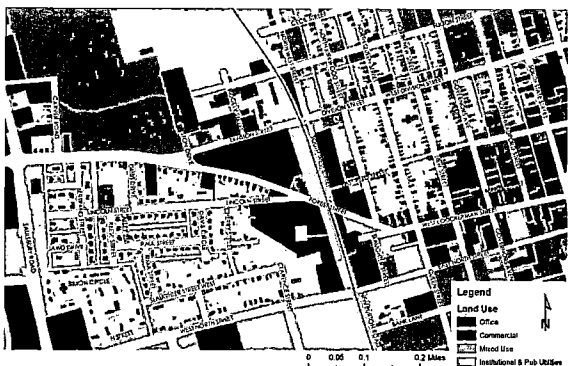


Figure 9: Commercial/Office, Institutional, and Mixed Use

Figure 11: Current Zoning

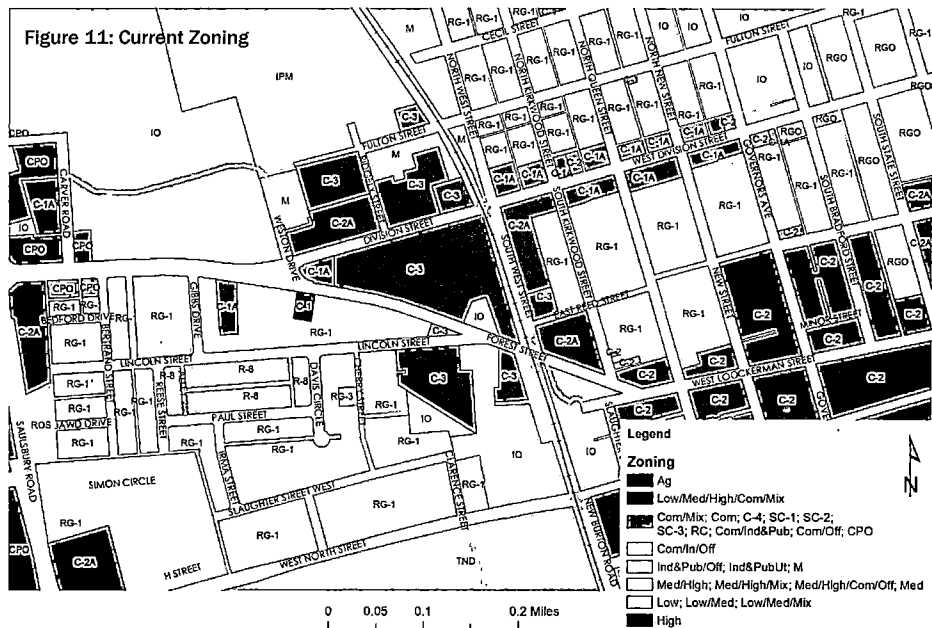


Figure 12: Percentage of residential property that is rental units

~84 % of housing in central Dover is rental property according to a recent study by the Downtown Dover Partnership.

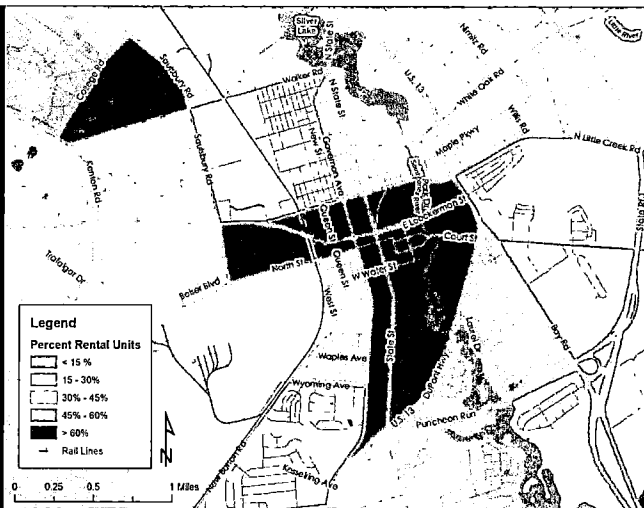
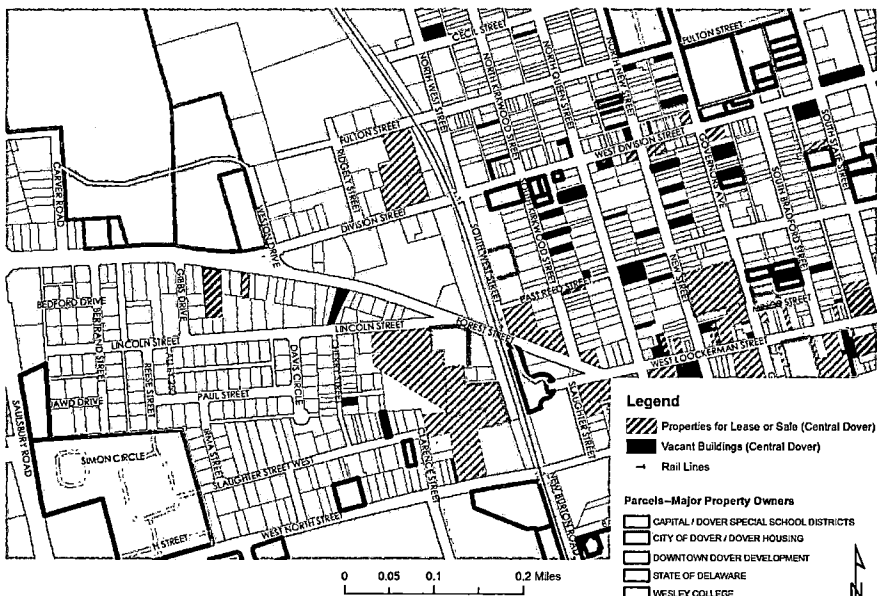




Figure 13: Major property ownership, vacant property, and property for lease/sale.



## Transportation

The Division Street / Forest Street corridors are minor arterial streets that currently serve a wide range of users. In addition to providing one of the few main east-west connections through Dover, Division Street is an important travel route to/from four public schools on or very near the corridor; it is a truck and evacuation route, it serves multiple DTC routes, and provides the only access to driveways for many abutting residential properties. A challenge for any changes to the corridor will be striking a desirable balance between the local versus pass-through purposes. The map and graphics on pages 10 and 11 highlight the current transportation conditions of these roads.

Recent and current transportation projects in the corridor that will need to be considered in redevelopment and redesign within the corridor include the following:

**West Dover Connector:** This project will extend Saulsbury Road from its current terminus at North Street, to US13, providing an alternative route for some travelers seeking to go between the west and east side of central Dover. The project is currently in construction and is expected to be completed in 2017.

**SR8 / SR15 Intersection Improvements:** The existing intersection of SR8 (Division Street) and SR15 (Saulsbury Road) is a signalized intersection with a left-turn lane, through lane,

bike lane, and channelized right-turn lane on the SR15 approaches and a left-turn, two through lanes, and a channelized right-turn on the SR8 approaches. This project proposes installing an additional through lane on northbound and southbound SR15 at SR8.

**Loockerman Street / Forest Street Roundabout:** This project will include a roundabout to improve traffic circulation and to provide a pleasing visual element to reinforce this terminus at the former Dover Train Station, streetscaping enhancements to integrate with Loockerman Street, and a new pedestrian friendly zone at the railroad crossing and Front Street.

**Senator Bikeway:** This project is the top goal of the City of Dover's 2015 Bicycle Plan, with the aim of providing a continuous, safe, comfortable east-west bicycle route through the city. The Bicycle Plan proposes the design of a multi-use trail facility and/or dedicated bike boulevard along the Route 8 corridor from US13 to a point near the new Dover High School. Currently Route 8 is designated as the Regional Bicycle Route on the DelDOT bicycle Map; however, traffic, parking, and other aspects of Division Street make an undesirable route for bicyclists. The Senator Bikeway Plan suggests a shared-use path on the north side of Division Street between Saulsbury Road and West Street, and Bicycle Boulevard of on-street facilities using Kent Avenue, Delaware Avenue, and Fulton Street, through the study area.

## Division Street (DE Route 8):

- MINOR ARTERIAL, OWNED/MAINTAINED BY DELDOT
- SERVES DELAWARE TRANSIT CORPORATION ROUTES 101 AND 102
- EVACUATION ROUTE AND TRUCK ROUTE
- AADT RANGE: ~19,400 (FOREST STREET SPLIT) TO 11,000 (STATE STREET)
- PARKING ALONG BOTH SIDES OF STREET EAST OF WESTON DRIVE
- ONLY BUS STOP AT GIBBS DRIVE IS ADA COMPLIANT
- SIDEWALK PRESENCE AND CONDITIONS VARY; SIGNIFICANT GAP IN PEDESTRIAN FACILITIES AT RAILROAD CROSSING
- SHARED BICYCLE / MOTOR VEHICLE LANE BETWEEN KIRKWOOD STREET THROUGH STATE STREET
- THROUGH TRAFFIC LANE SHIFT (SEE FIGURE 18) OCCURS BETWEEN QUEEN AND STATE STREETS



Figure 16: Division / Forest Street split

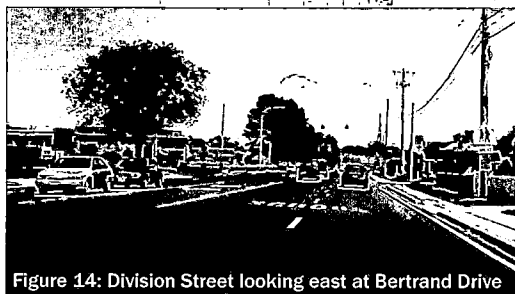
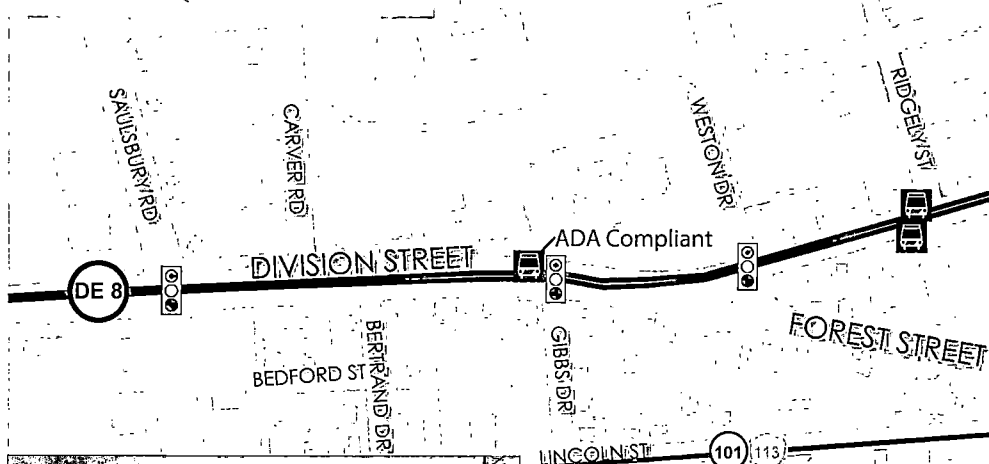


Figure 14: Division Street looking east at Bertrand Drive

Figure 15: Forest Street looking east at from Divis



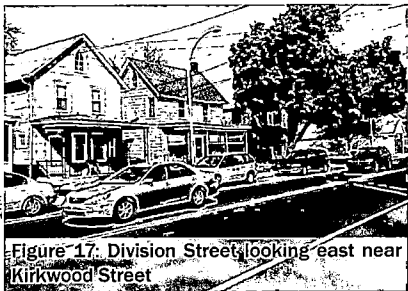
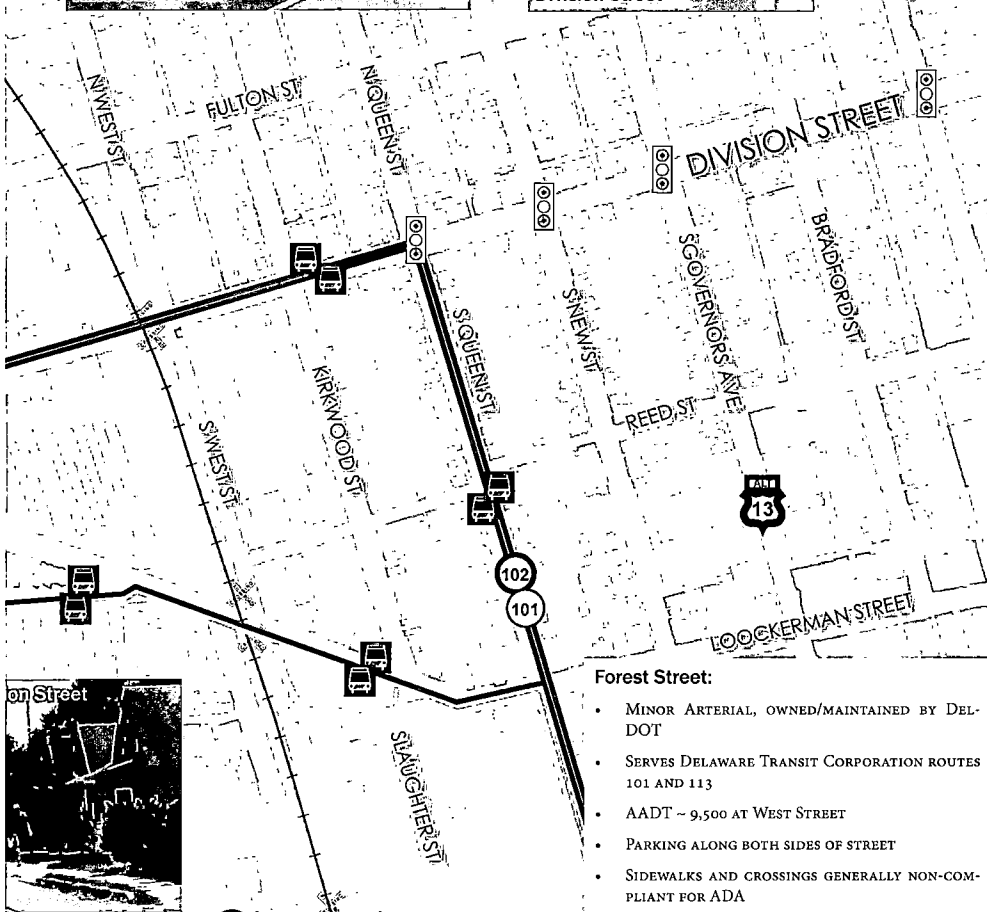


Figure 17: Division Street looking east near Kirkwood Street



Figure 18: lane shift along Division Street



#### Forest Street:

- MINOR ARTERIAL, OWNED/MAINTAINED BY DELDOT
- SERVES DELAWARE TRANSIT CORPORATION ROUTES 101 AND 113
- AADT ~ 9,500 AT WEST STREET
- PARKING ALONG BOTH SIDES OF STREET
- SIDEWALKS AND CROSSINGS GENERALLY NON-COMPLIANT FOR ADA

# Gateway Plan

## FRAMEWORK

The Division Street—Capital Gateway Plan is shaped around four core themes:

1. Transportation
2. Urban Design / Land Use
3. Regulatory Issues
4. Social / Process Issues

These themes set the scope and focus of the plan early in the project process (see p. 4, *Planning Context and Community Vision* for more background). Stakeholder interviews and baseline conditions research conducted prior to Design Week were used to formulate a draft set of guiding principles and objectives for the Plan. These guidelines were reviewed over the course of planning and throughout Design Week activities, such as the Vision Wall and exit survey, and adjusted according to additional feedback from stakeholders and the community regarding their goals, vision, and priorities. Concurrently, these principles and objectives guided plan development and recommendations found in subsequent pages. These guiding principles and objectives are presented in Figure 19.

## DEVELOPMENT OF ALTERNATIVES

The following paragraphs highlight Plan development through the activities conducted during Design Week. The work on each day built on the work previously completed.

Day 1 results: "Vision Wall" activity informed refinement and prioritization of project principles and objectives (see Figure 19) and small group mapping activity of strong and weak locations in the corridor helped the planning team hone in on stakeholders' top concerns (see Figure 20).

Day 2 results: Visual preference survey (see example, Figure 21) identified participants' land use, streetscape, and aesthetic preferences, presented in the list on the opposite page. A small group mapping activity provided an opportunity to discuss stakeholders' ideas for the corridor and begin sketching conceptual ideas, which the project team used to further develop plan recommendations and alternatives (see pages 14 - 55).

Day 3 results: The project team met with key stakeholders to present corridor concepts and ensure they met the standards of those entities with regulatory power prior to presenting them to the full community at Public Meeting 3.

Day 4 results: Small group review and discussion of each alternative followed by individual voting for each alternative in areas of key importance (walkability; bikeability; parking; driving; and beautification); and reporting on the small group discussions as well as results of the polling. The results of this final day are reflected in the Preferred Plan and Implementation Plan on pages 57-59.

Figure 19: Guiding Principles and Objectives

Transportation	Achieve comfortable, balanced circulation and accessibility for all modes
	<ul style="list-style-type: none"> <li>-Optimize access management for surrounding uses and context</li> <li>-Optimize parking for surrounding uses and context</li> <li>-Achieve streetscape design that serves local travel needs and supports land use goals (including safety, wayfinding, lighting, etc.)</li> <li>-Enhance bicyclist and pedestrian travel and safety</li> <li>-Ensure regular maintenance</li> <li>-Promote efficient and safe, navigable streets</li> </ul>
Urban Design / Land Use	Create an aesthetically pleasing, welcoming, and vibrant gateway to the Capital District that has a defined sense of place and attracts positive activity
	<ul style="list-style-type: none"> <li>-Increase habitable, inhabited properties and reduce dilapidated, vacant properties</li> <li>-Increase community and economic activity in the area</li> <li>-Improve comfort and safety of visitors and residents</li> <li>-Expand and improve greenspace / recreational facilities that provide opportunities during and outside of daylight hours</li> <li>-Create visually attractive streetscapes through landscaping, utilities, signage, and other infrastructure</li> <li>-Provide a visual landmark/monument</li> </ul>
Regulatory	Provide predictability and clear expectations for current and prospective property owners
	<ul style="list-style-type: none"> <li>-Establish area typologies</li> <li>-Make building form compatibility a priority over use</li> <li>-Provide clarity of resources available for improvements and coordination/leveraging of resources</li> </ul>
Social / Process	Engage residents in support and achievement of the vision and plan
	<ul style="list-style-type: none"> <li>-Create a vision and plan for the gateway that comes from the stakeholders / property owners</li> <li>-Incorporate opportunities for building community (social capital) into the plans</li> <li>-Increase sense of safety through various methods (e.g. security cameras, neighborhood watch, etc.)</li> </ul>

## Highlights of Community Preferences:

### Transportation

#### Auto Travel

- Adjust travel and turn lane configuration

#### Bicycle / Pedestrian Accommodation

- Shorten crossing distance for pedestrians
- Proceed with development of Senator Bikeway, including safe crossing of railroad and lighting along the finalized route
- Improve sidewalks and lighting along West Street, connecting Division and Forest Streets
- Add crossing guard and walk signal at Weston Street

#### Parking

- Limited on-street parking west of the railroad tracks on Division Street
- Establish off-street parking locations as redevelopment occurs

#### Access Management

- Improve car wash access and staging to reduce conflicts with pass-through traffic
- Consolidate access points, especially on Division Street, to reduce conflict with flow of all modes of travel

#### Transit

- Upgrade transit stops for ADA accessibility and general comfort/safety

#### Streetscaping

- Upgrade to pedestrian level street lighting with decorative aesthetics
- Improve and maintain sidewalks
- Bury utility lines or make less visually obtrusive throughout corridor
- Improve aesthetics of fencing/screening along the corridor, such as at the Public Storage facility

### Land Use/Urban Design

#### Architectural Character

- 3-4 story buildings
- Brick facades
- Set minimum standards for property aesthetics, which harmonize with the rest of central



Figure 20: Small group mapping activity

Dover and enforce, for both new and existing development

- Maintain small set-backs for buildings along Division and Forest Streets

#### Landmark Gateway

(at Division and Forest Streets)

- "Welcome Wall" that provides wayfinding and current events information
- Keep from being overly commercial looking
- Landscape the periphery of the parcel beyond the Division/Forest Street split (currently a Laundromat)

#### Vegetation / Greenspace

- Strategically add street trees, being careful to select species and locations that are compatible

- Increase access to recreation activities
- Ensure plans for maintenance exist prior to planting

#### Strategic Infill / Redevelopment

- Promote commercial/mixed use (re) development along Division Street east of the railroad
- Relocate Public Storage and redevelop site to extend Loockerman Street with a mix of uses (east of Lincoln Street)
- Develop the corners around the railroad along Forest Street
- Maintain residential land use north/west of Lincoln Street and limit commercial growth on Forest Street

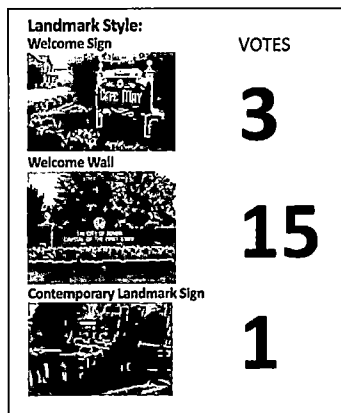


Figure 21: Visual Preference Survey

## DIVISION STREET

### *Gateway Improvement*

In an effort to beautify this entry to Dover and better identify to travelers that they are entering the capital city, a planted median and enhanced triangle at Division Street and Weston Drive should be installed (shown in Figure 22). Guidelines for design and construction include: using small caliber trees/shrubs in the median island; having maintenance agreements in place prior to construction; inclusion of a "welcome" wall type signage at the triangle that would include wayfinding and events information.

### *Land Use*

Extensive (re)development is possible in areas west of the railroad and based on lot configurations, property availability, and current zoning. This redevelopment would likely occur slowly. Encouraging (re)development of property that is directly adjacent to Division Street would have the greatest impact on improving the look and feel of the corridor. Figure 24 illustrates how redevelopment along Division Street could improve the corridor.

### *Transportation*

Physical change along Division Street will need to focus on possibilities for adjusting the configuration of travel, parking, and sidewalks, and improving streetscaping. Limited right-of-way availability and relatively small lot sizes constrain opportunities for significant building and land use change in the near to medium term.

### *Senator Bikeway*

As the study area redevelops, proceed with development of the Senator Bikeway, according to concepts and priorities presented in the City of Dover Bicycle Plan, which include a multi-



**Figure 23: Rendering of sidewalk added on Division Street west of railroad tracks**

use trail on the north side of Division Street for the segment between Saulsbury Road and West Street.

DelDOT recently undertook a feasibility study for routing the Bikeway across the railroad on Fulton Street, which determined that such a crossing is not feasible at this time. Bicycle accommodations through this section of the corridor may be made on Division Street, according to the alternatives on the following pages.

### *Pedestrian Improvements*

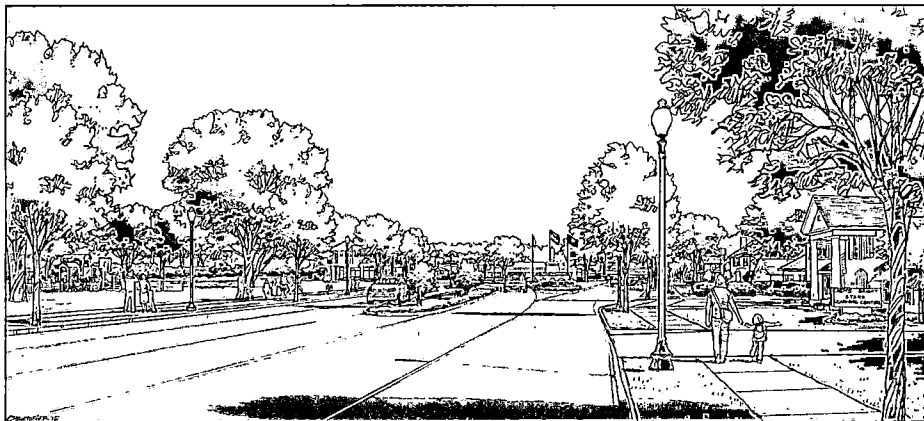
Complete gaps in the sidewalk between Ridgely Street and West Street (see Figure 23).

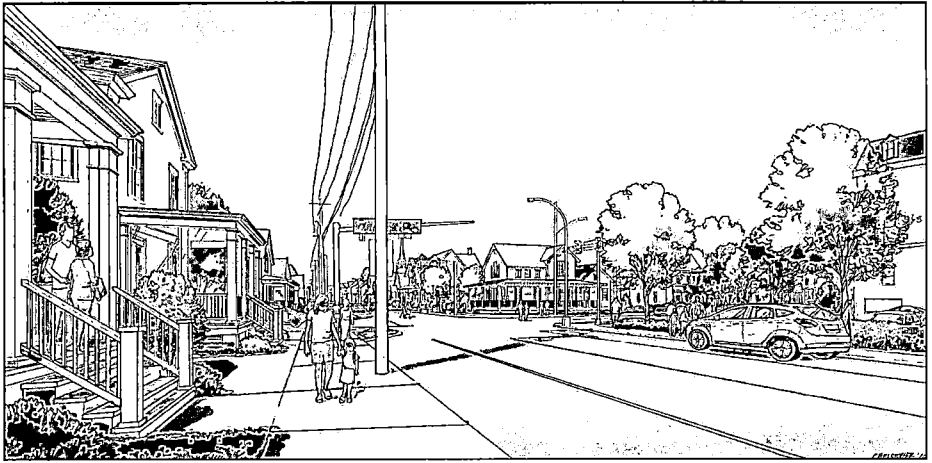
Tighten the right turn radius from Gibbs Drive onto Forest Street and shorten the pedestrian crossing distance.

### *Streetscape / Amenities*

The curbline and striping along the triangle from Gibbs Drive to Weston Drive will need to be adjusted to accommodate roadway adjustments needed for the gateway improvements.

**Figure 22: Artist Rendering of Gateway at Division Street and Weston Drive**





**Figure 24: Artist Rendering of Division Street looking west to intersection with Governors Avenue**

#### **Parking**

The general consensus is to make adjustments to Division Street that maintain on-street parking (less critical west of the railroad) and slow speeds (especially east of the railroad).

#### **Roadway Adjustments**

The following describes the significant roadway changes that would occur under each alternative. The Implementation Plan on page 64-65 summarizes additional improvements that are recommended and pertain to all alternatives.

##### **Alternative 1: Minimal Change**

The general configuration of the street, such as parking and lane striping, would not change. Curbs and sidewalks would be redone to achieve ADA compliance and basic pedestrian accessibility. (See pages 16-25 for existing plan and section views.)

##### **Alternative 2: Median**

This option would add a planted median from Weston Drive to State Street. There would be breaks in the median at all significant intersections, but not necessarily at all access points. Between the railroad and State Street, left turning traffic would use a turn lane, while continuing traffic and right turning traffic would not have to change lanes. Curb extensions would be installed at street intersections, where feasible. A shared bicycle / auto travel lane would be present from the railroad eastward to State Street. (See pages 26-35 for plan and section views.)

##### **Alternative 3: Bike Lanes**

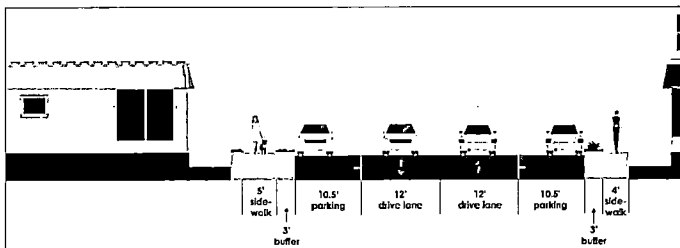
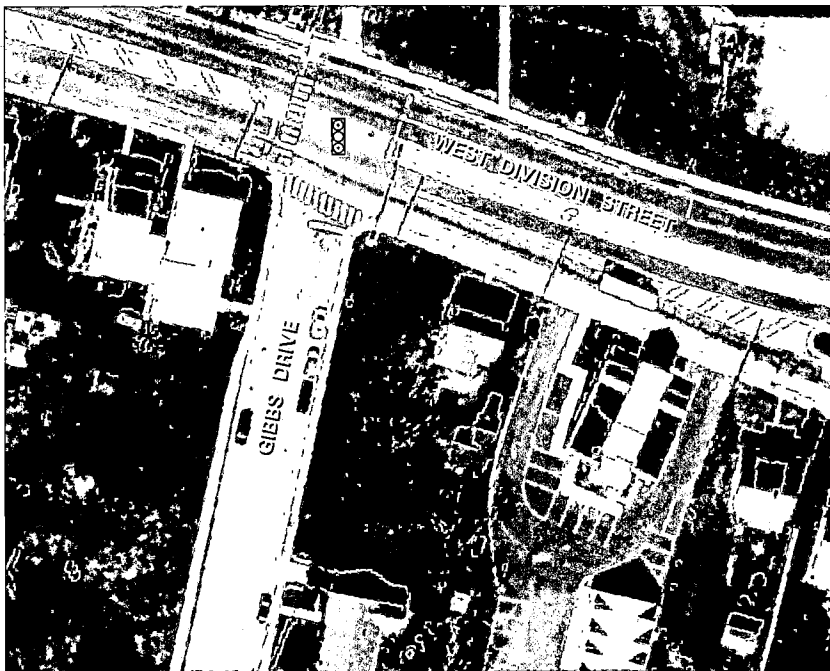
This option would remove the on-street parking west of the railroad and replace it with a bike lane and protective buffer in each direction. East of the railroad, parking would be pre-

served on both sides. The bike lane would be narrower and not have a buffer from the railroad to Governors Avenue, at which point the bicycle lane and auto lane would be shared. This option would include some installation of medians and curb extensions, and reconfigure the turn lanes to enable through and right-turning traffic to remain in the lane. (See pages 36-45 for plan and section views.)

##### **Alternative 4: Greenery**

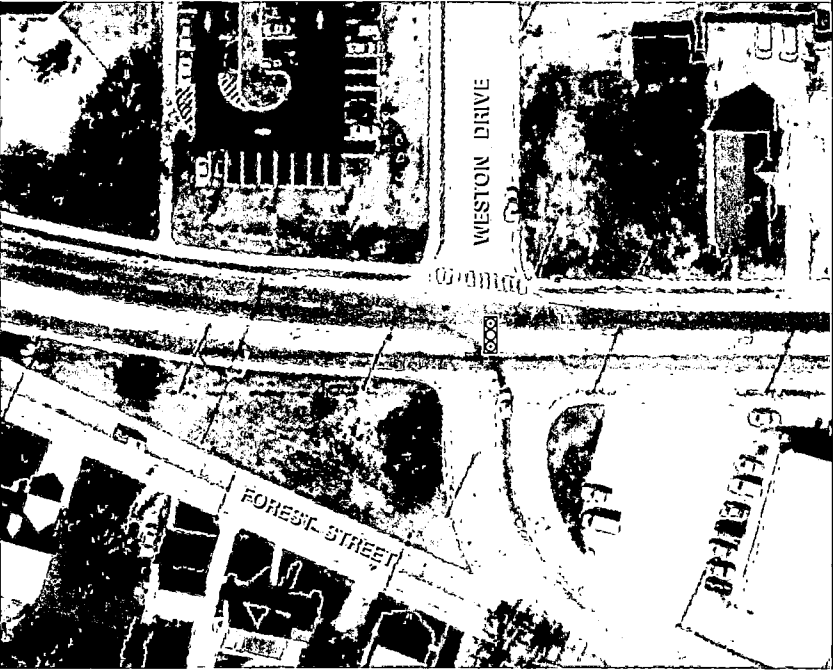
This option emphasizes the addition of planting space. Parking would be removed and the roadway would be narrowed to provide for planting space between the sidewalk and vehicular lanes on both sides of the street from Weston Drive to the railroad. East of the railroad, on-street parking would remain on both sides (except as noted) and curb extensions with space for plantings would be added to both sides of the street at all intersections, except Governors Avenue and State Street to accommodate left turn lanes. Parking would be removed on the south side of the street and a planted median with breaks at intersections would be added between Governors Avenue and American Avenue. (See pages 46-55 for plan and section views.)

Of the four options for Division Street reconfiguration, participants in the final public meeting generally preferred the design of Option 2.

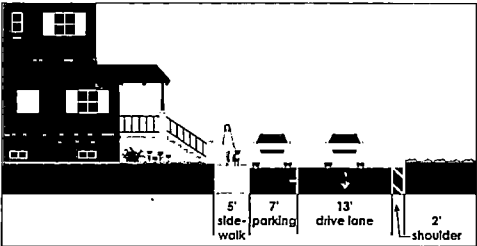


Division Street - West of RR Tracks





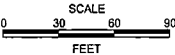
MATCHLINE (SEE SHEET 2)



Forest Street - West of RR Tracks

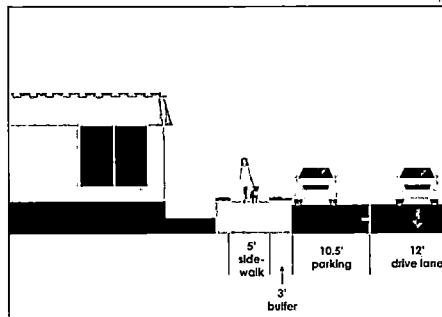
Note: Typical sections not to scale.

**GATEWAY**  
Existing



SHEET 1 OF 5  
2016.04.27

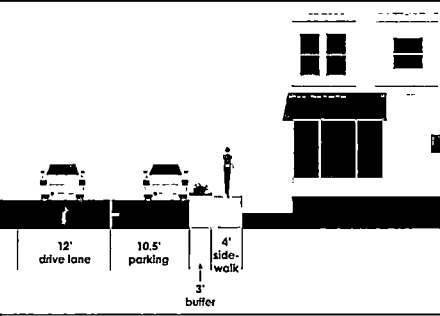
MATCHLINE (SEE SHEET 1)



CAPITAL  
Option 1



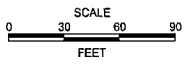
MATCHLINE (SEE SHEET 3)



t - West of RR Tracks

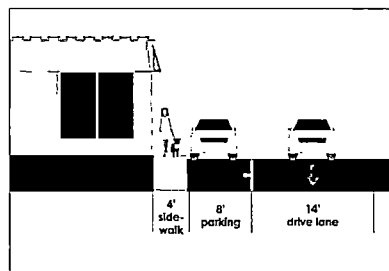
Note: Typical sections not to scale.

**GATEWAY**  
**Existing**



SHEET 2 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 2)



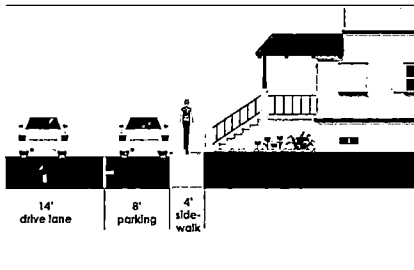
Division Street



**CAPITAL GATEWAY**  
**Option 1**



MATCHLINE (SEE SHEET 4)

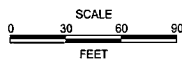


- East of RR Tracks

Note: Typical sections not to scale.

**GATEWAY**

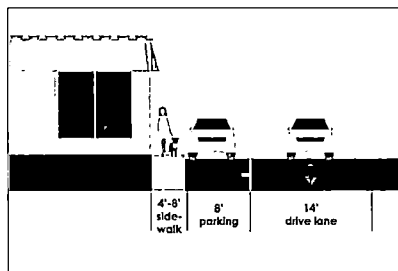
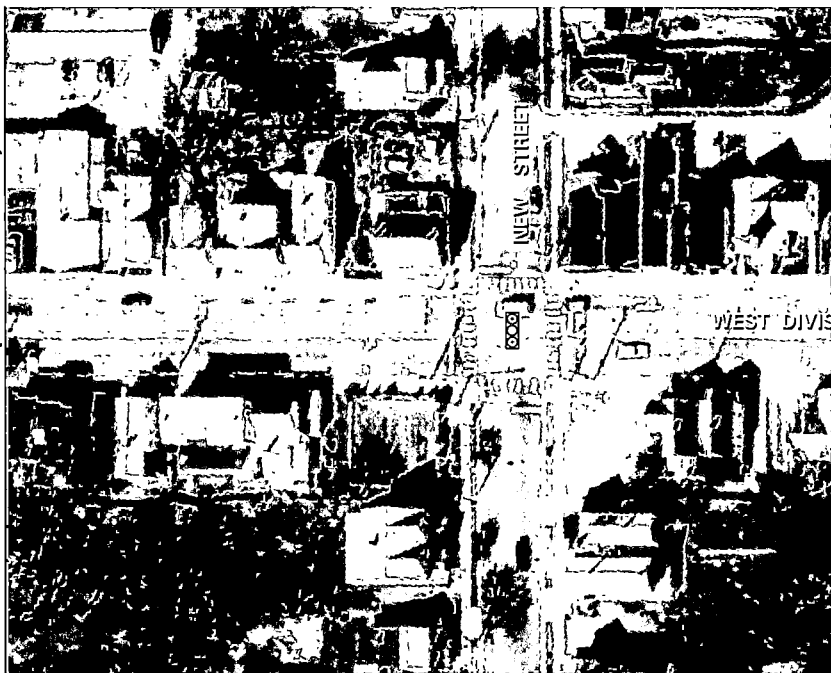
**Existing**



SHEET 3 OF 5

2016.04.27

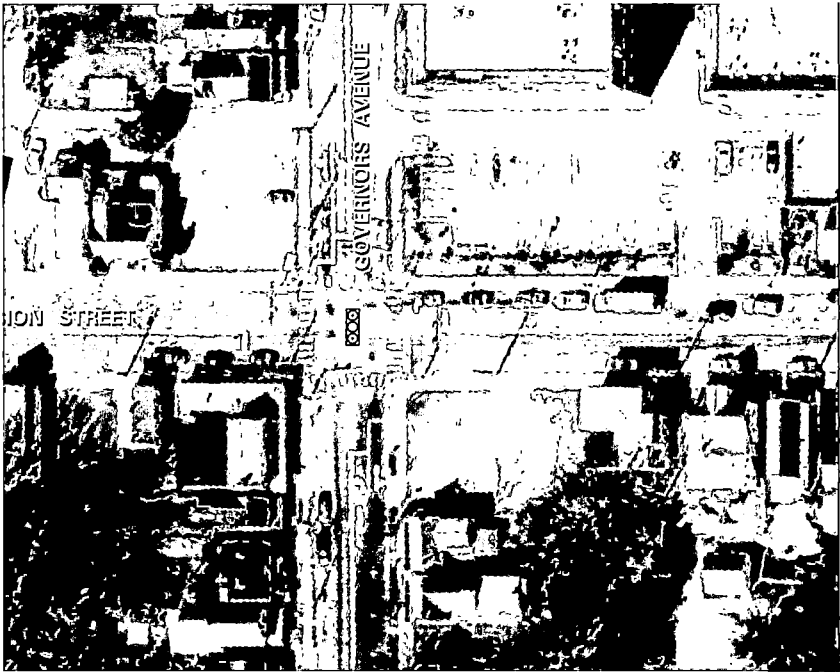
MATCHLINE (SEE SHEET 3)



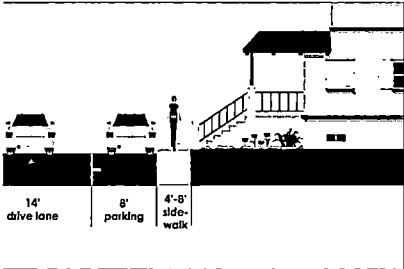
Division Street



**CAPITAL C**  
**Option 1:**



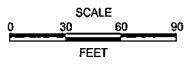
MATCHLINE (SEE SHEET 5)



- East of RR Tracks

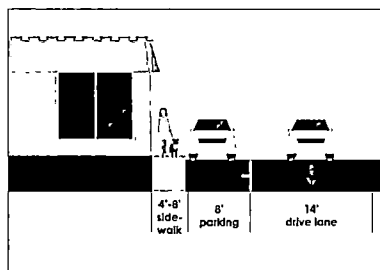
Note: Typical sections not to scale.

**GATEWAY**  
**Existing**



**SHEET 4 OF 5**  
**2016.04.27**

MATCHLINE (SEE SHEET 4)



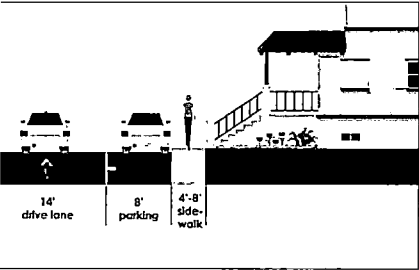
Division Street



Whitman, Requardt & Associates, LLP

CAPITAL  
Option 1

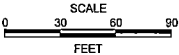




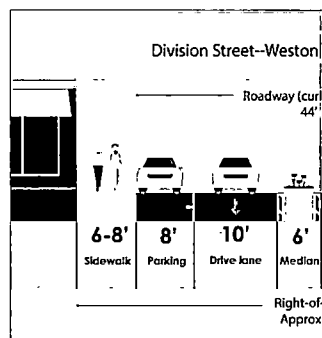
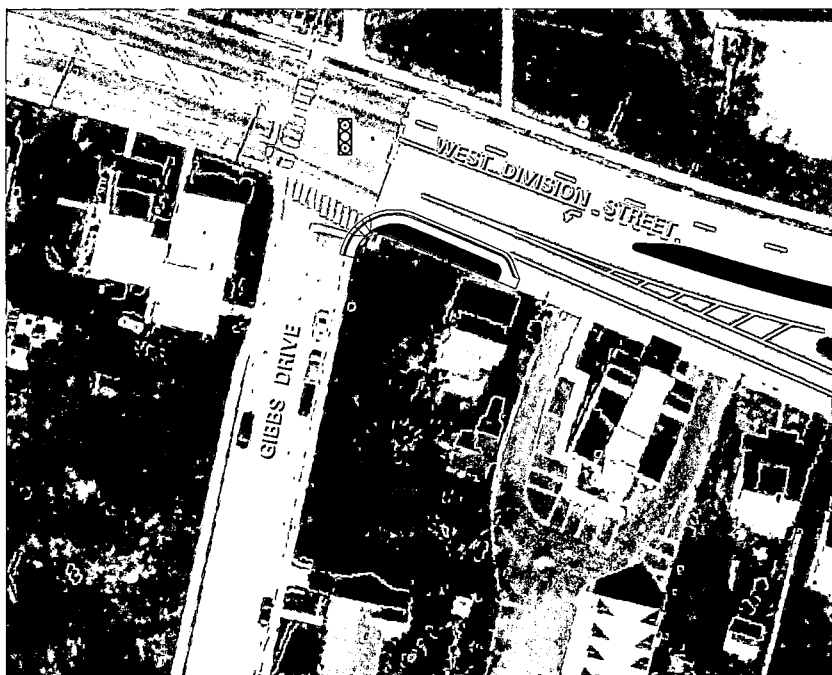
- East of RR Tracks

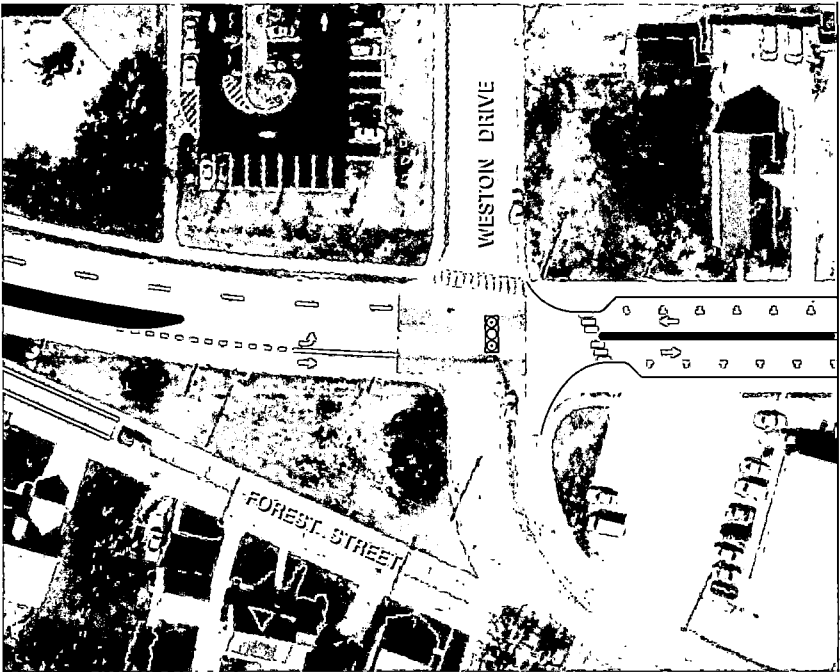
Note: Typical sections not to scale.

**GATEWAY**  
**Existing**

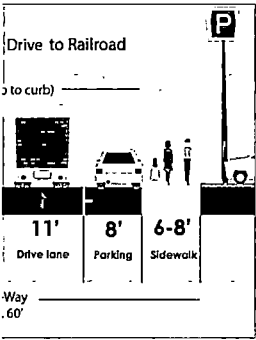


**SHEET 5 OF 5**  
**2016.04.27**



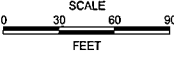


MATCHLINE (SEE SHEET 2)



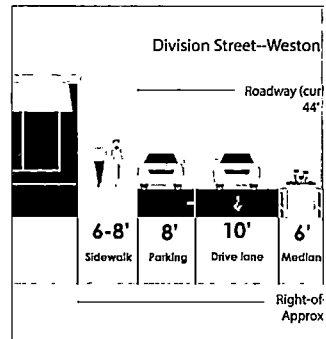
Note: Typical sections not to scale.

**GATEWAY**  
: Median



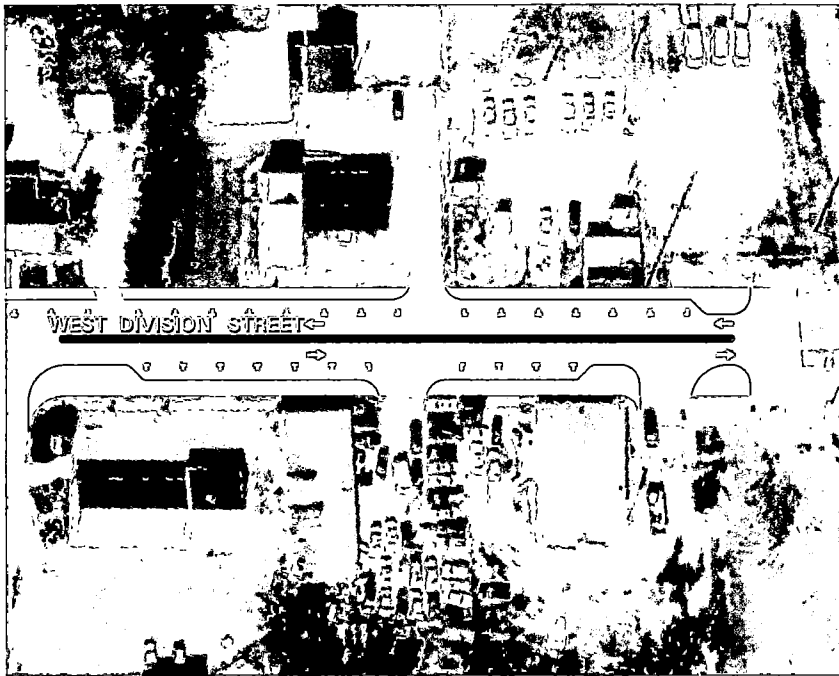
**SHEET 1 OF 5**  
2016.04.27

MATCHLINE (SEE SHEET 1)

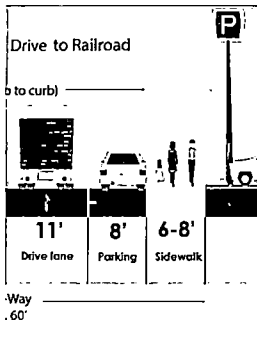


Whitman, Requardt & Associates, LLP

CAPITAL  
Option 2

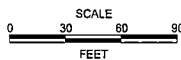


MATCHLINE (SEE SHEET 3)



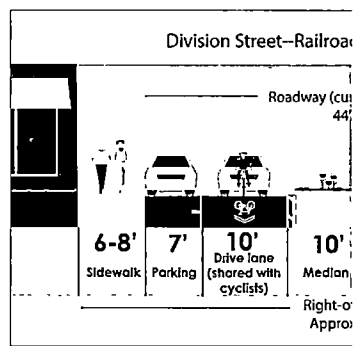
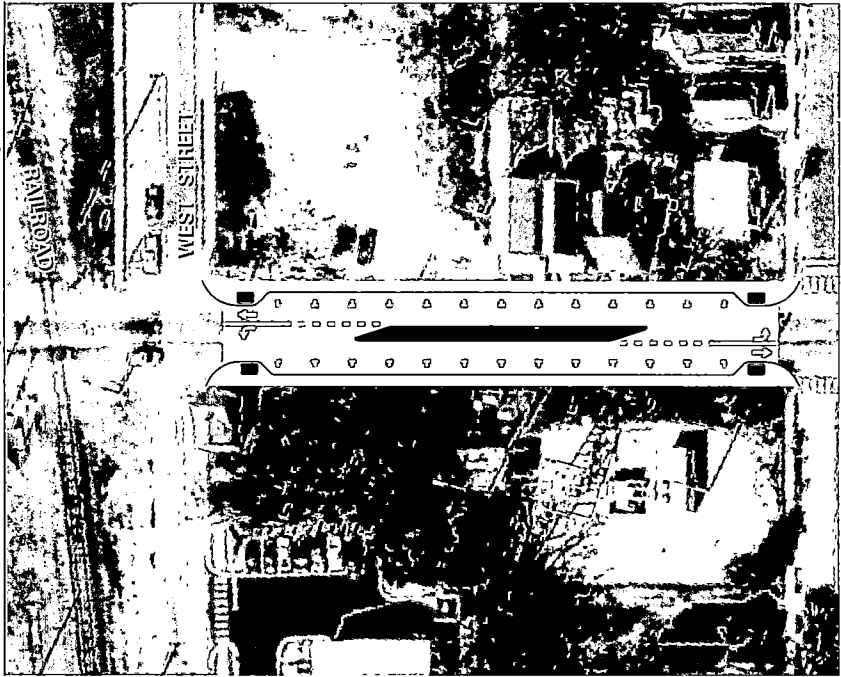
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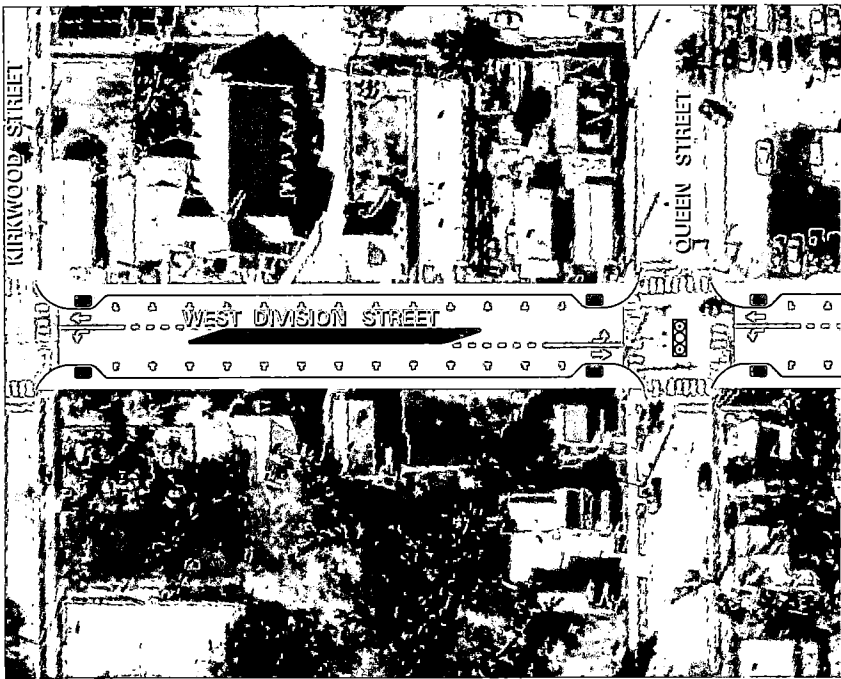
GATEWAY  
: Median



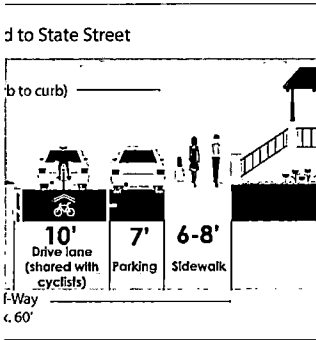
SHEET 2 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 2)



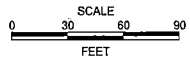


MATCHLINE (SEE SHEET 4)



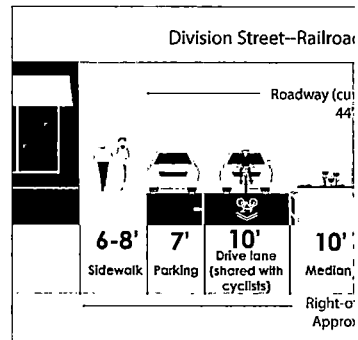
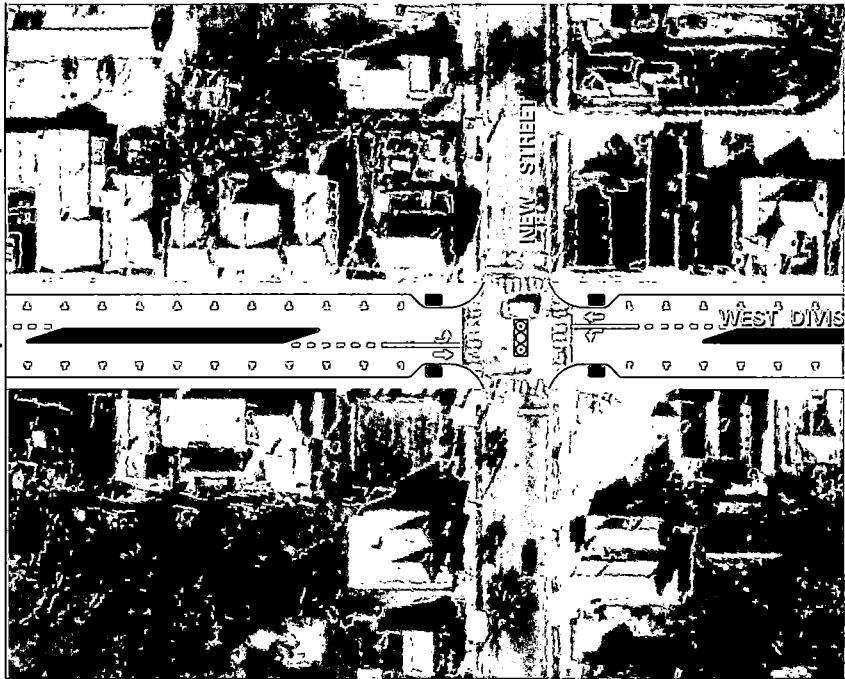
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GATEWAY  
: Median



SHEET 3 OF 5  
2016.04.27

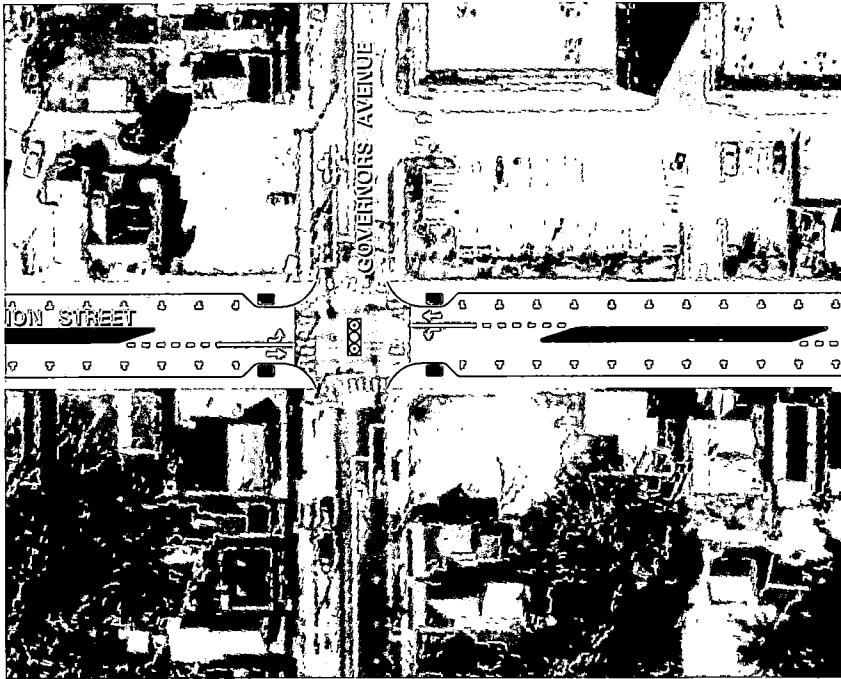
MATCHLINE (SEE SHEET 3)



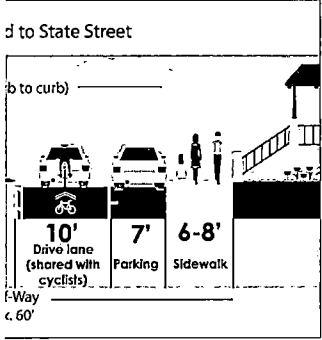
Whitman, Requardt & Associates, LLP

CAPITAL C  
Option 2



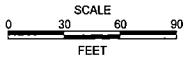


MATCHLINE (SEE SHEET 5)



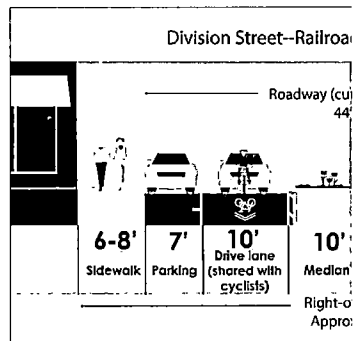
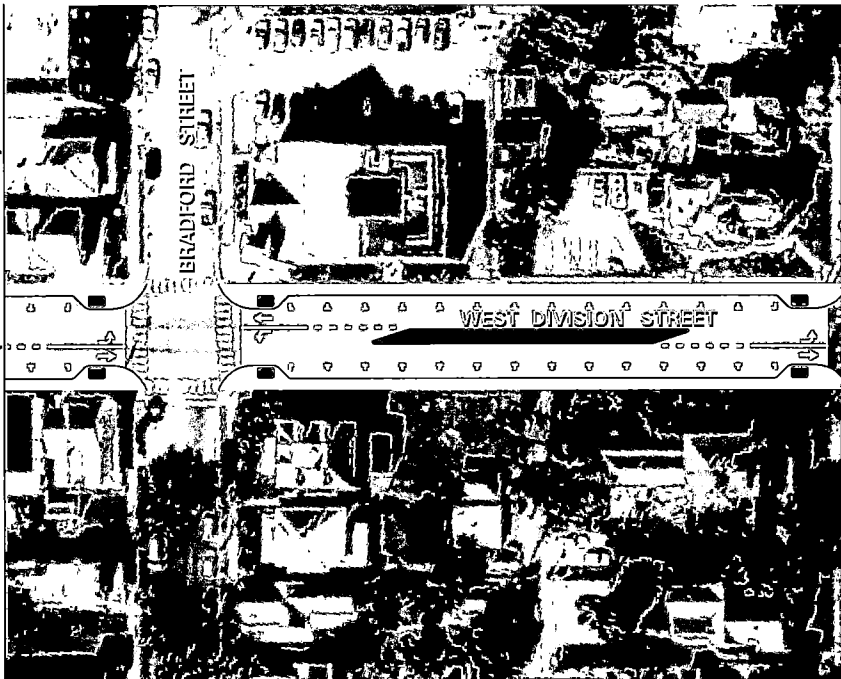
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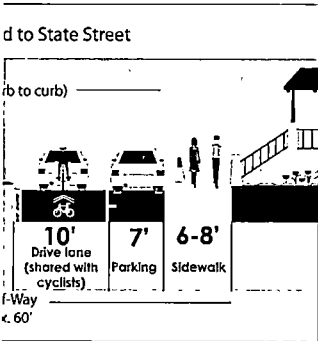
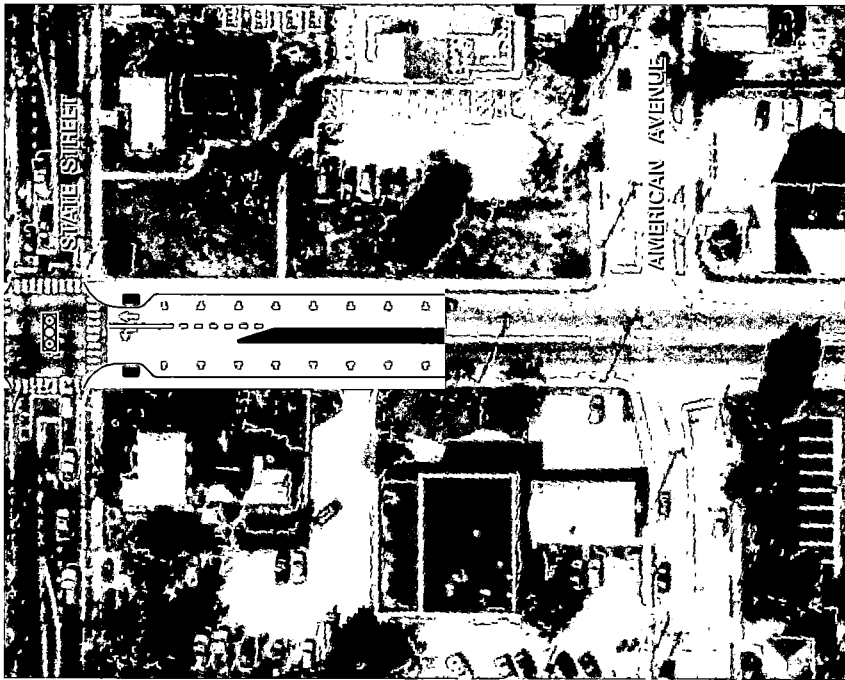
GATEWAY  
: Median



SHEET 4 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 4)

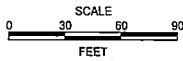




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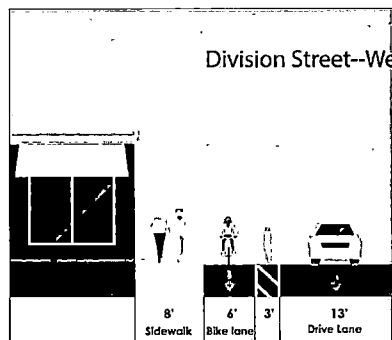
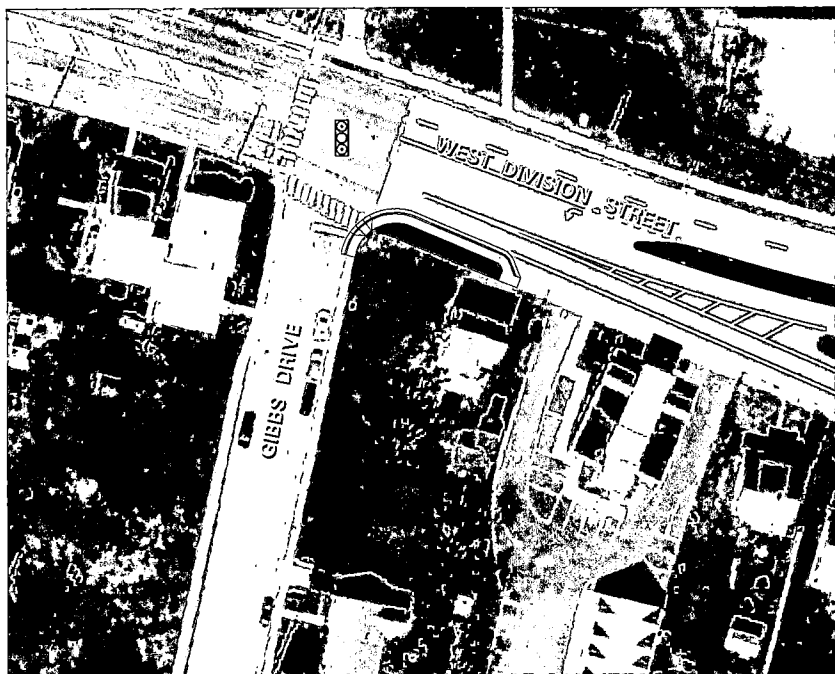
GATEWAY

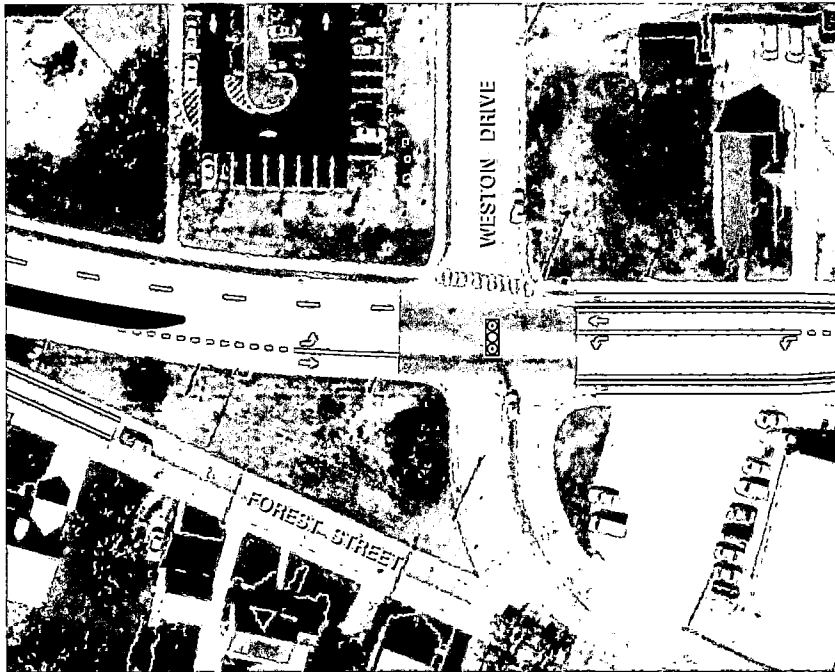
Median



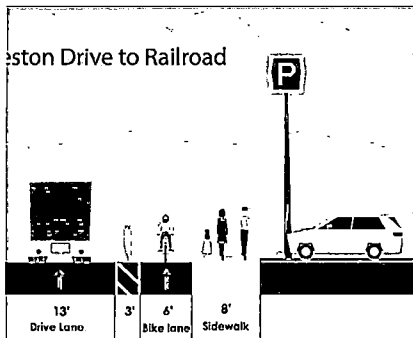
SHEET 5 OF 5

2016.04.27



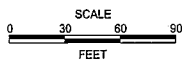


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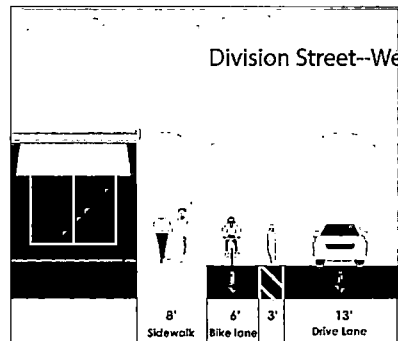
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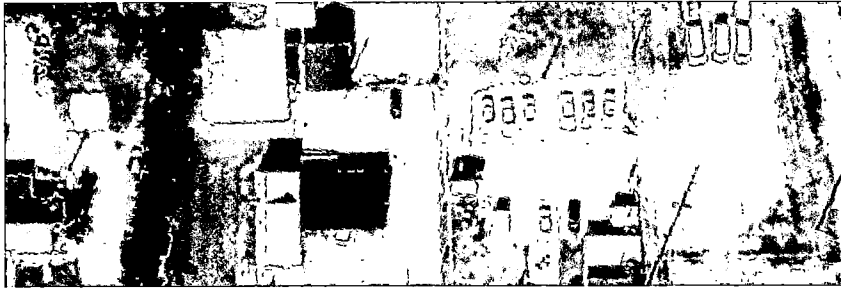
**GATEWAY**  
**Bike Lanes**



**SHEET 1 OF 5**  
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MATCHLINE (SEE SHEET 1)

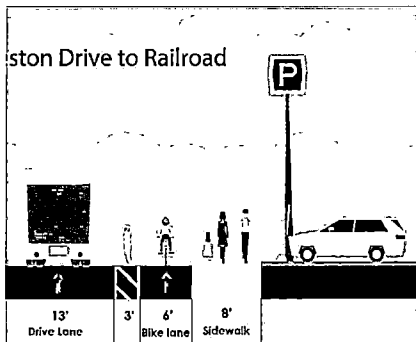




WEST DIVISION STREET

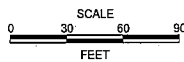


MATCHLINE (SEE SHEET 3)



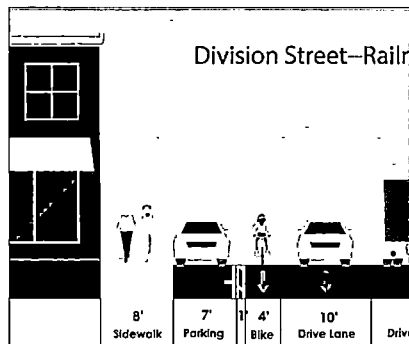
Note: Typical sections not to scale.

GATEWAY  
Bike Lanes



SHEET 2 OF 5  
2016.04.27

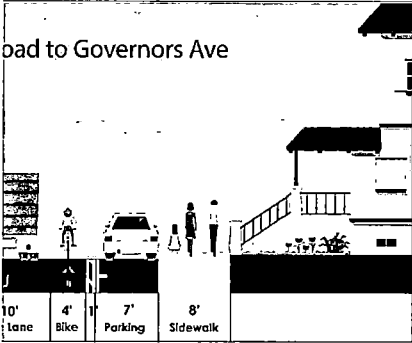
MATCHLINE (SEE SHEET 2)





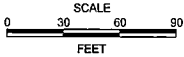


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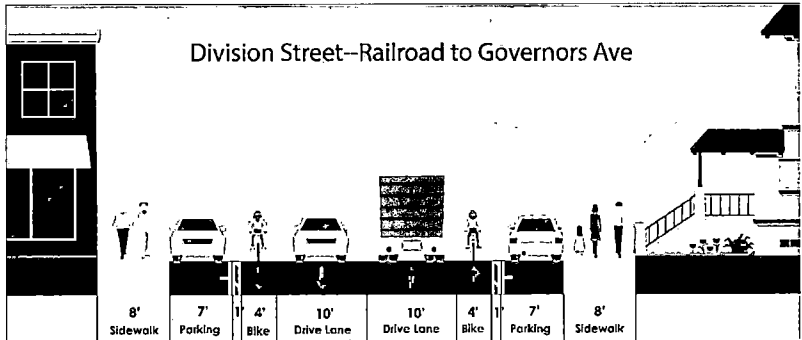
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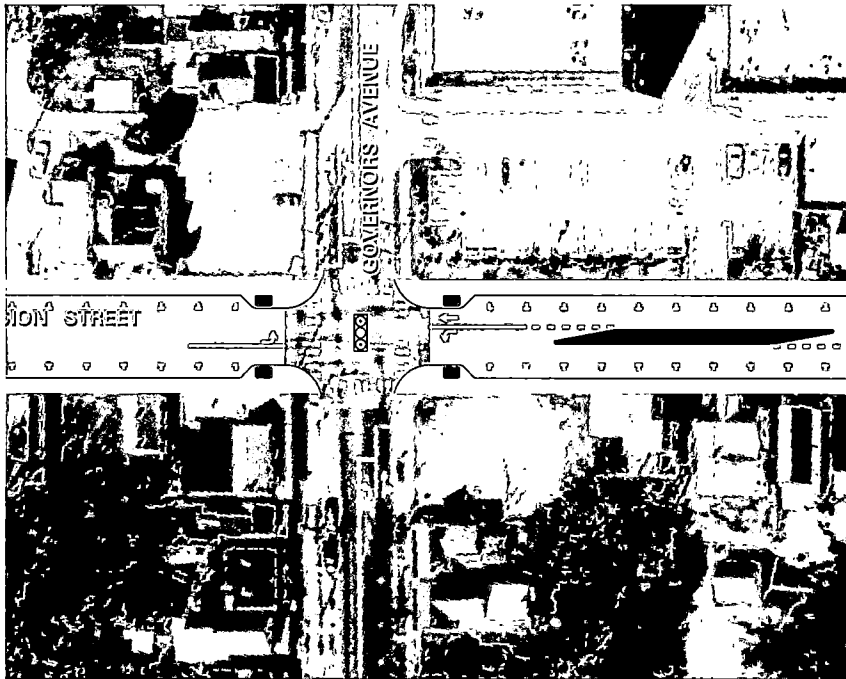
GATEWAY  
Bike Lanes



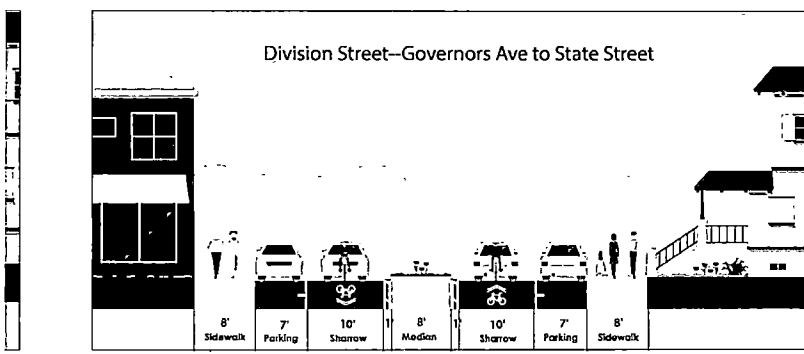
SHEET 3 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 3)



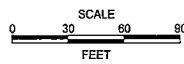


MATCHLINE (SEE SHEET 5)



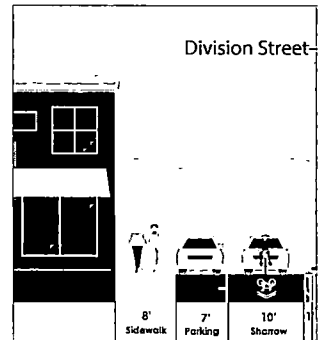
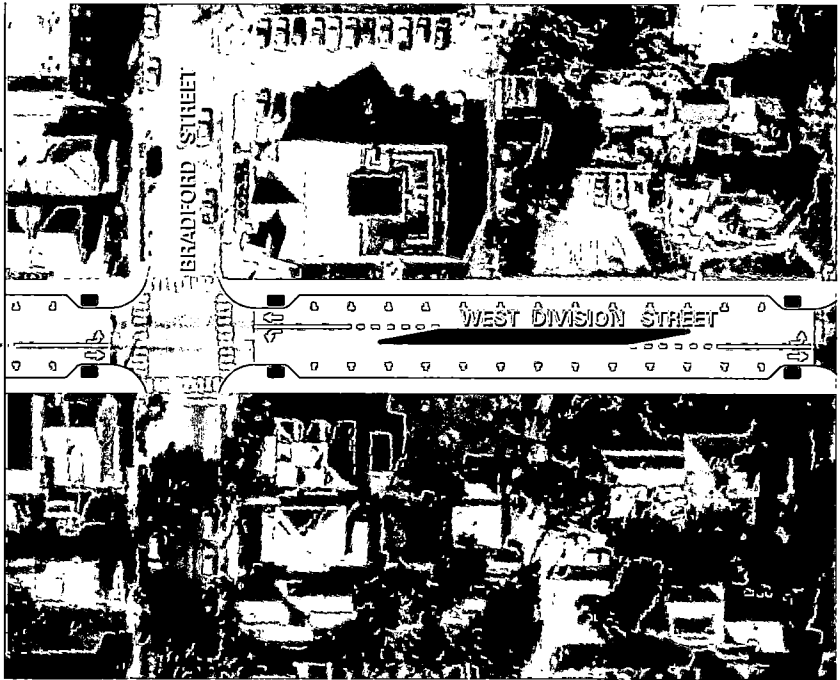
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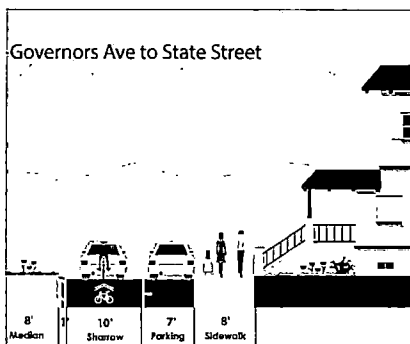
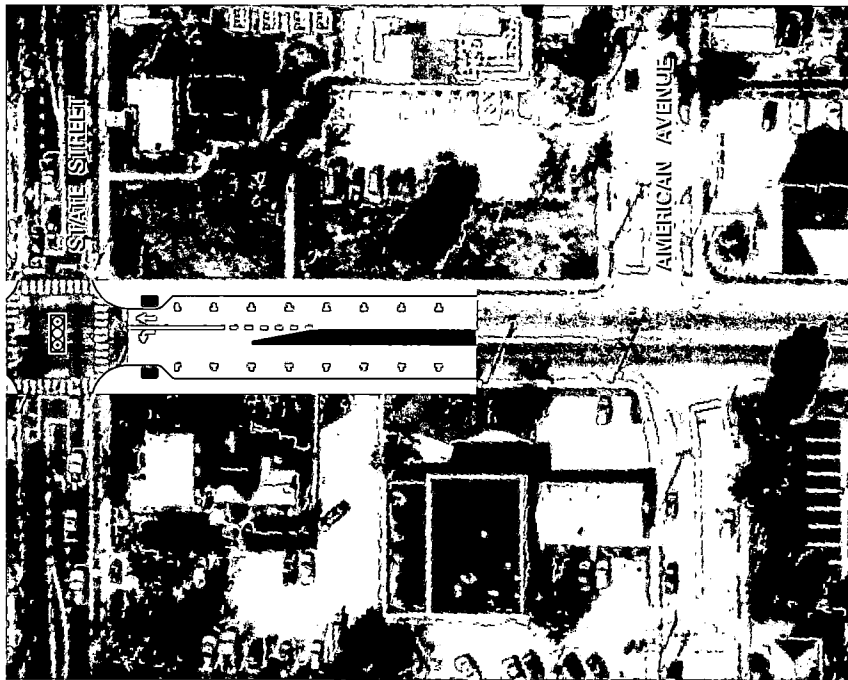
GATEWAY  
Bike Lanes



SHEET 4 OF 5  
2016.04.27

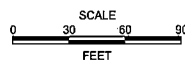
MATCHLINE (SEE SHEET 4)



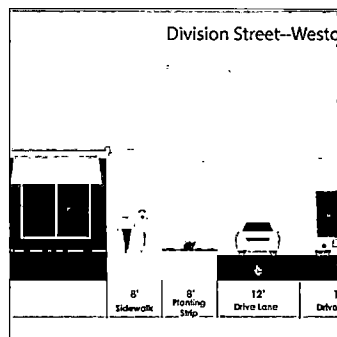
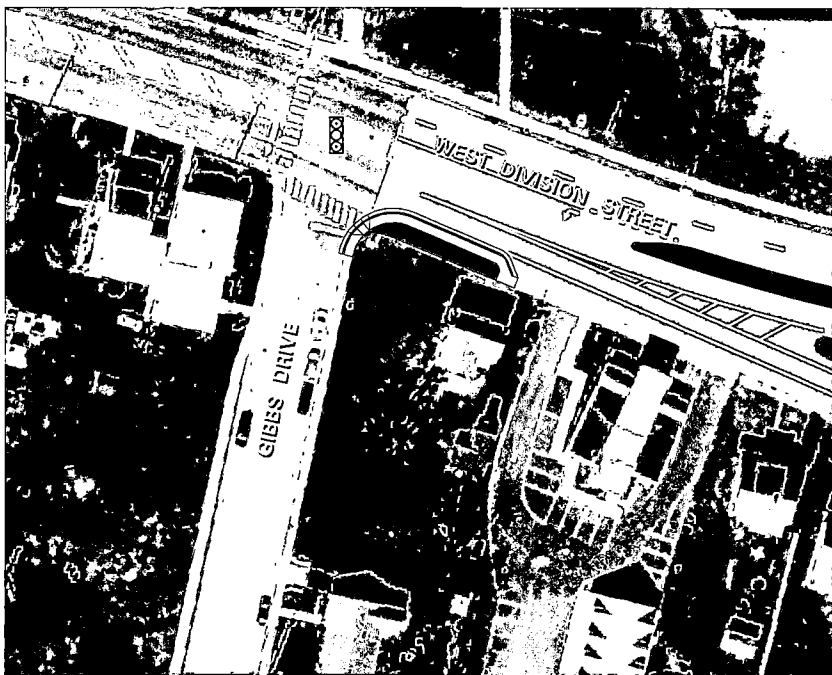


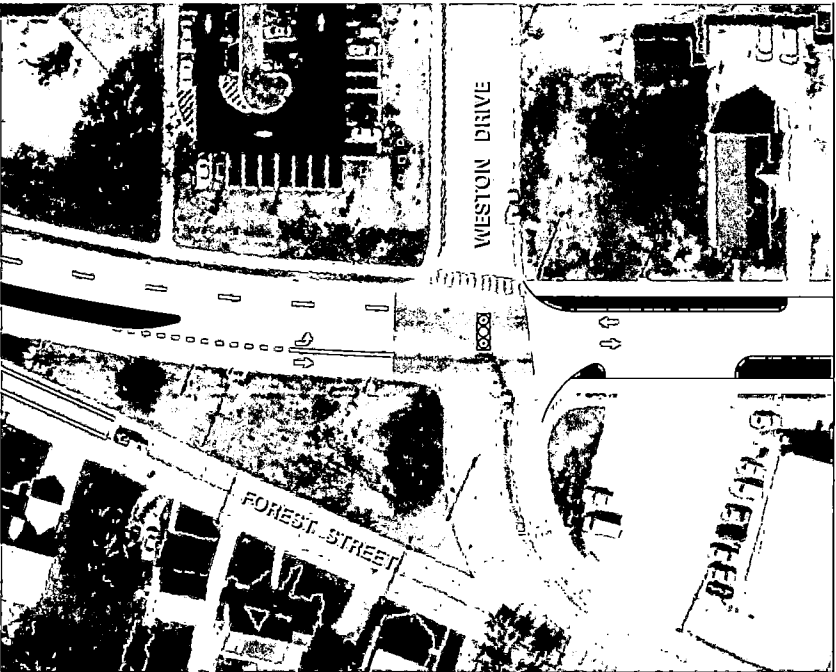
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## GATEWAY Bike Lanes

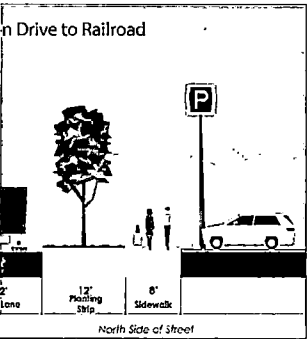


SHEET 5 OF 5  
2016.04.27



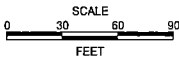


MATCHLINE (SEE SHEET 2)



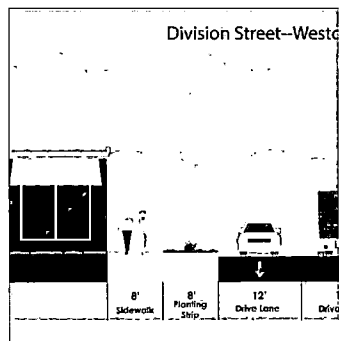
Note: Typical sections not to scale.

**GATEWAY**  
**Greenery**



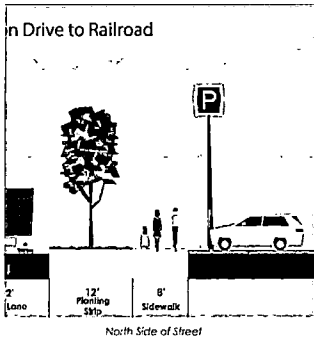
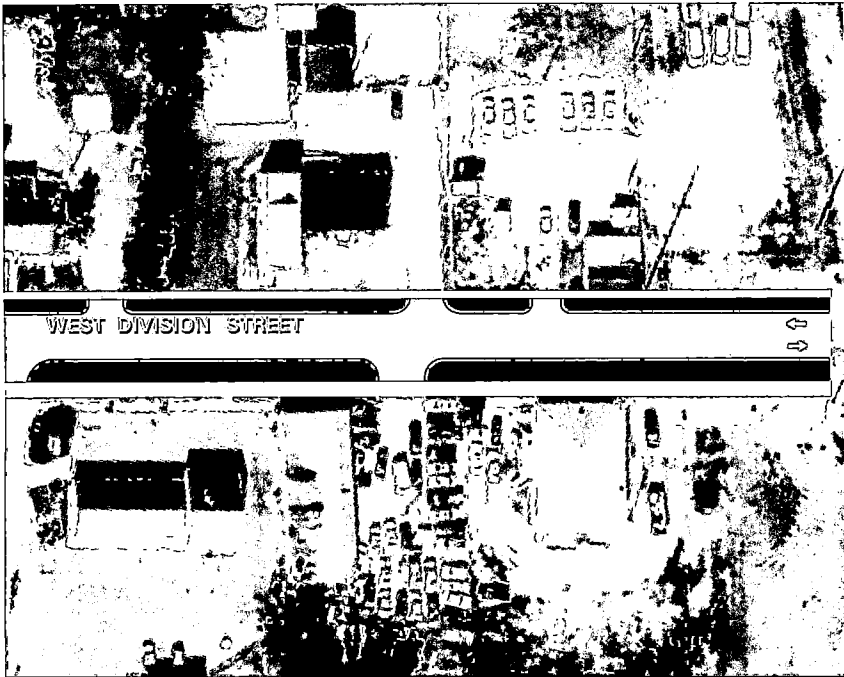
SHEET 1 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 1)



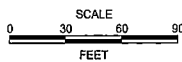
CAPITAL  
Option 4:





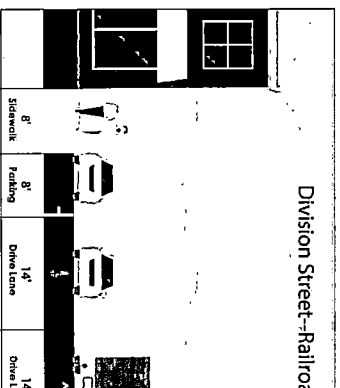
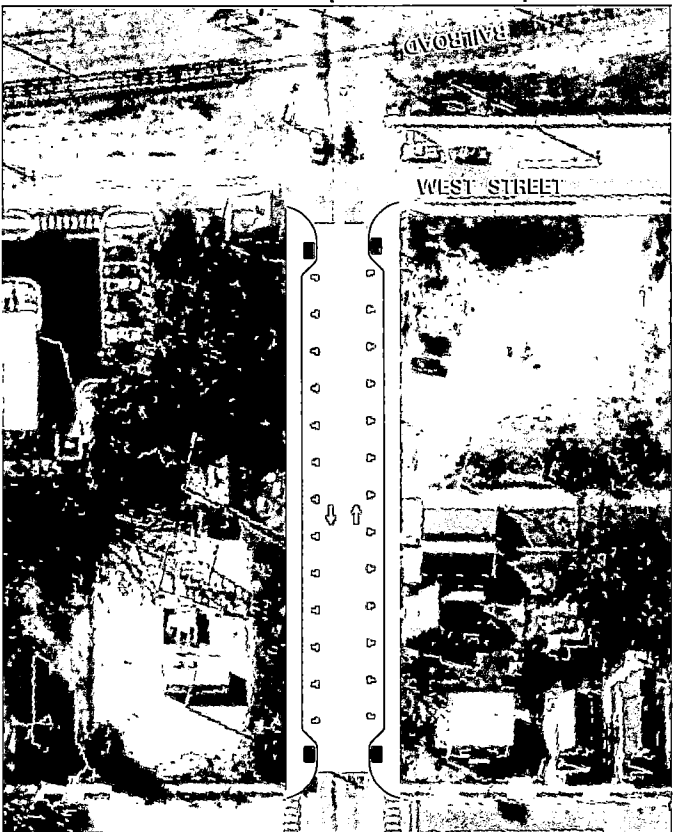
Note: Typical sections not to scale.

GATEWAY  
Greenery



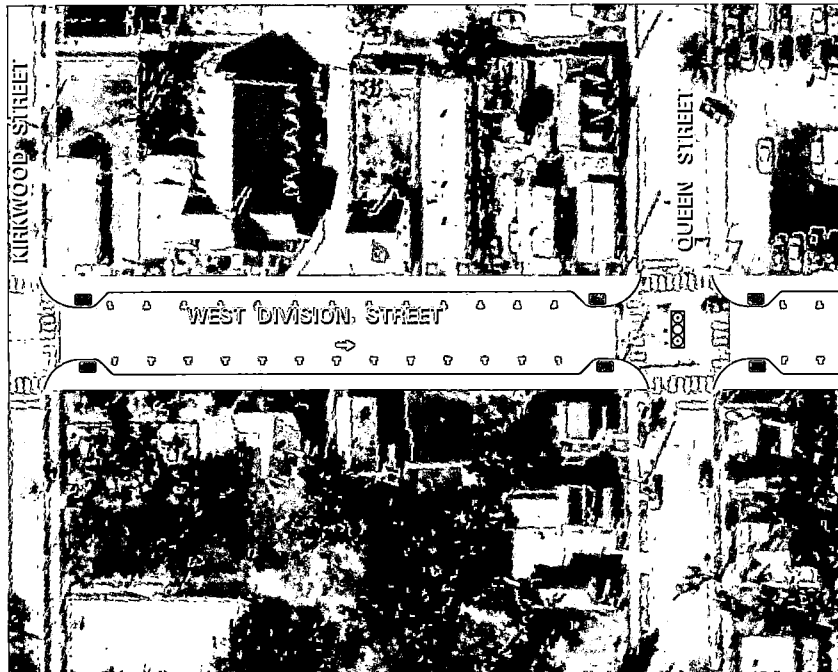
SHEET 2 OF 5  
2016.04.27

# MATCHLINE (SEE SHEET 2)

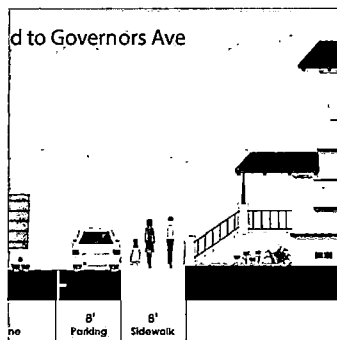


**WRA**  
William, Riquardt & Associates, LLP

CAPITAL  
Option 4

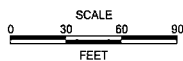


MATCHLINE (SEE SHEET 4)



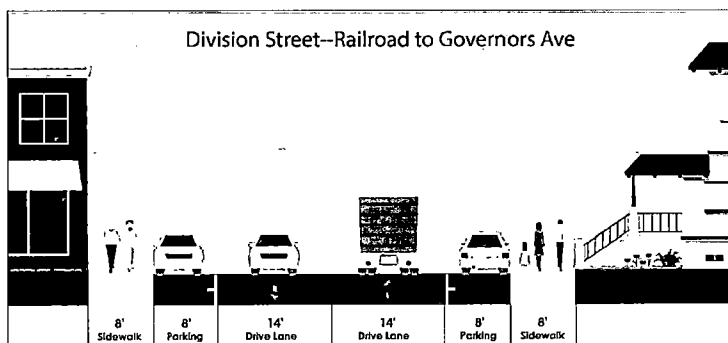
Note: Typical sections not to scale.

GATEWAY  
Greenery



SHEET 3 OF 5  
2016.04.27

MATCHLINE (SEE SHEET 3)

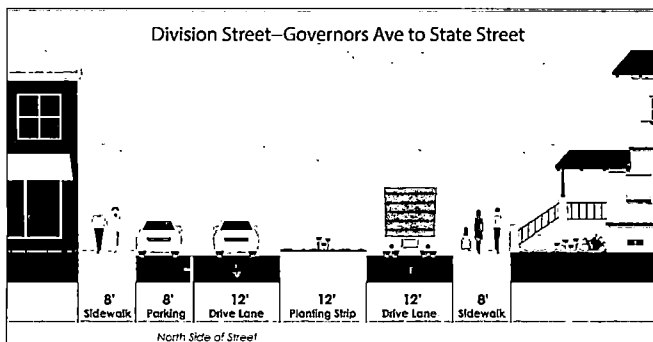


Whitman, Requardt & Associates, LLP

CAPITAL C  
Option 4:

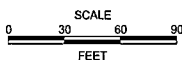


MATCHLINE (SEE SHEET 5)



Note: Typical sections not to scale.

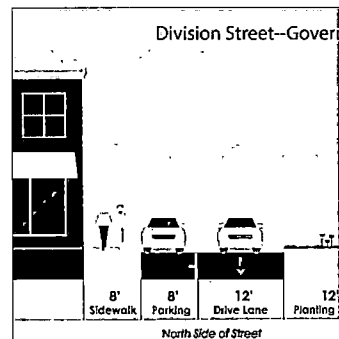
GATEWAY  
Greenery

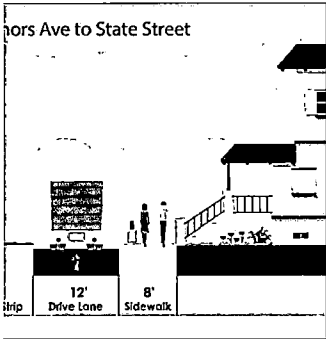
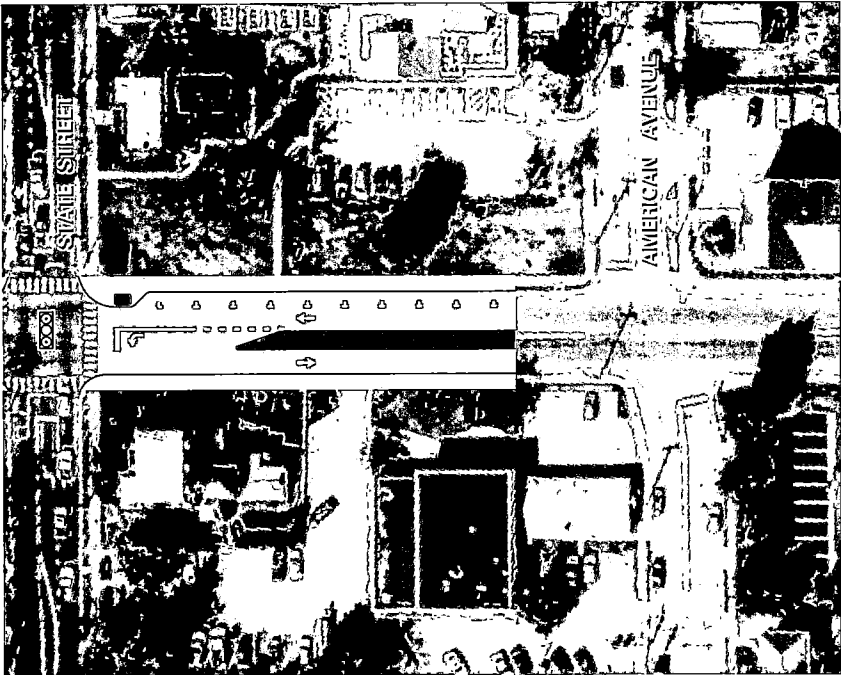


SHEET 4 OF 5

2016.04.27

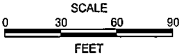
MATCHLINE (SEE SHEET 4)





Note: Typical sections not to scale.

GATEWAY  
Greenery



SHEET 5 OF 5  
2016.04.27

# FOREST STREET

## Land Use

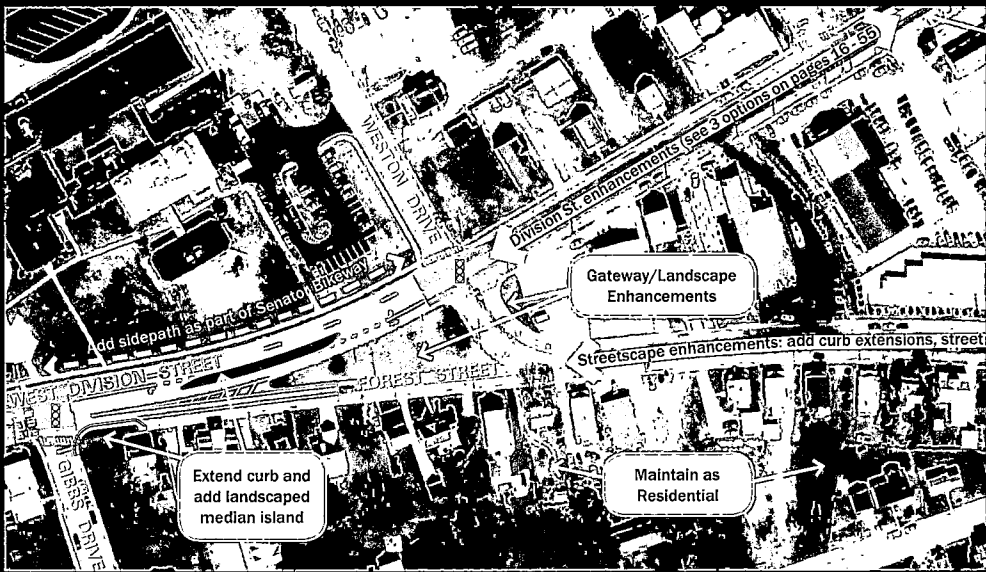
The Forest Street corridor transitions from predominantly residential development west of Lincoln Street to predominantly

commercial and mixed use east of Lincoln Street. This transition should be reinforced as (re)development occurs, preserving the residential areas to the west and encouraging traditional neighborhood design with a mix of uses eastward across the railroad and tying into Lookerman Street.

Figure 25: Rendering of Redevelopment Concept for Proposed Clarence Street Extension (looking southeast)



Figure 27: Proposed Improvements to Forest Street Corridor





Encourage infill and redevelopment around the proposed Clarence Street extension that will extend the look and feel of downtown and also provide additional in-town living and shopping. Figure 25 shows a rendering of how this redevelopment would look with the proposed Clarence Street extension built.

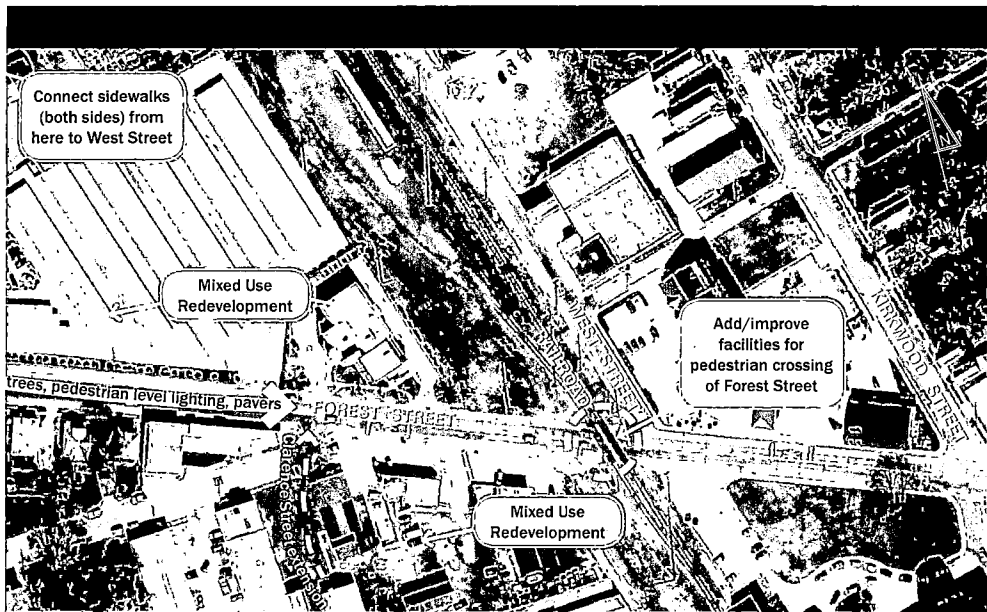
### Transportation

DelDOT plans to build a roundabout in front of the Duncan Center in the next five years to improve circulation—particularly for non-motorized modes—and to create a more visually appealing terminus to Lookerman Street. Figure 26 shows a plan view of the reconfigured intersection as well as a rendered view. That project

will include better sidewalks and related improvements that could extend along Forest Street. Pages 58-61 show the existing conditions and proposed changes for Forest Street between Weston Drive and Lookerman Street, including a rendering of proposed curb extensions to slow traffic and shorten pedestrian crossing distances, street trees, and pedestrian level lighting.

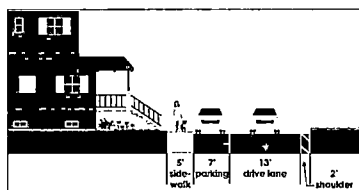
Figure 27 summarizes all proposed elements for the Forest Street corridor.

**Figure 26: Proposed Roundabout at Forest Street and Lookerman Street**

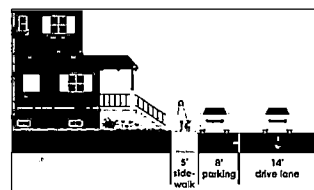




MATCHLINE (SEE ABOVE)



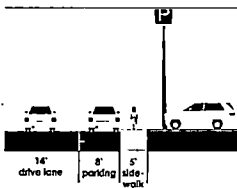
West of RR Tracks - One-way Section A



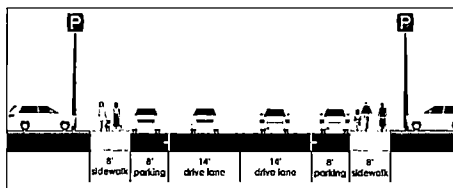
West of RR Tracks - Two-way



MATCHLINE (SEE BELOW)



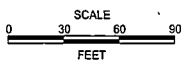
ray Section B



East of RR Tracks - Two-way Section C

Note: Typical sections not to scale.

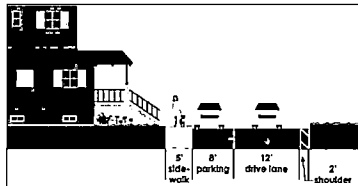
GATEWAY  
et—Existing



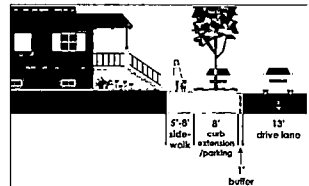
SHEET 1 OF 2  
2016.04.27



MATCHLINE (SEE ABOVE)



West of RR Tracks - One-way Section A



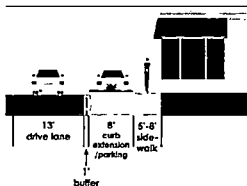
West of RR Tracks - Two-way



**CAPITAL**  
**Forest Street**



MATCHLINE (SEE BELOW)



way Section B

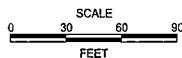


Rendering of proposed streetscape (looking east)

Note: Typical sections not to scale.

# GATEWAY

t—Proposed



SHEET 2 OF 2

2016.04.27

# Implementation Plan

	Action	Timeframe	Responsibility
<b>Corridor-wide</b>			
<b>Transportation</b>	Upgrade transit stops to achieve ADA standards in collaboration with DelDOT/DTC (currently undergoing route planning)	Medium-term	City of Dover, DelDOT
	Review the Route 8 Corridor Overlay Zone and consider updating to better reflect current development and corridor goals	Medium-term	City of Dover, Dover-Kent MPO
	Undertake corridor planning further west along Route 8 to guide area of rapid development that leads into the Capital Gateway area	Medium-term	City of Dover, Dover-Kent MPO
	Ensure maintenance plans are in place prior to streetscape improvements (especially involving plantings)	Ongoing	City of Dover, DelDOT
	Further study a "quiet zone" for the Norfolk Southern railroad line adjacent to New Street at both the Division Street and Forest Street crossings	Medium-term	City of Dover, DelDOT
<b>Land Use / Urban Design</b>	Modify existing zoning code or create new code to limit building height in the corridor to three or four stories (currently allows higher)	Short-term	City of Dover
	Phased implementation of streetscape enhancements to extend the design style of Loockerman Street throughout the corridor (lighting, sidewalk treatments, etc.)	Ongoing	City of Dover, DelDOT
	Explore options for burying overhead utilities and/or making them less visually obtrusive	Short-term	City of Dover
	Market / communicate gateway plans to current and prospective developers/property owners to encourage coordinated development / redevelopment.	Short-term, Ongoing	City of Dover
	Work with property owners and prospective property owners to encourage and promote brick facades and improvements to facades (e.g. through incentive programs that exist, such as the Downtown Development District funds)	Short-term, Ongoing	City of Dover, Downtown Dover Partnership, NCALL, Habitat for Humanity
	Consider form-based code or a hybrid code to encourage high quality physical appearance that extends the traditional main street character of the central business district westward, while allowing flexibility for (re)development	Medium-term	City of Dover
	Explore options for land-banking to stabilize vacant, dilapidated properties and facilitate redevelopment	Short-term	DDP, NCALL, Central Delaware Habitat for Humanity
	Extend tax abatement program west to include project area east of the railroad tracks	Short-term	City of Dover
	Encourage homeownership in the corridor and more evenly distribute rental and low-income housing through the Restoring Central Dover Initiative	Short-term, Ongoing	City of Dover, NCALL, Restoring Central Dover Initiative partners
	Explore best opportunities to promote home improvements and establish incentives program	Short-term	City of Dover, Restoring Central Dover Housing Workgroup
	Explore other regulatory mechanisms to address building conditions and upkeep	Short-term	City of Dover
	Explore and develop mechanisms for stormwater management that are not onerous on redevelopment projects	Short-term	City of Dover, DNREC, Restoring Central Dover Initiative partners

Timeframes: Short-term = less than 5 years | Medium-term = less than 10 years | Long-term = 10 years or more

Division Street			
Transportation	Review Final Study of Senator Bikeway railroad crossing at Fulton Street to determine impacts, if any, on preferred design for Division Street.	Short-term	Bicycle Committee, Dover-Kent MPO, DelDOT
	Submit streetscape and lane striping project as Transportation Alternatives Program project to implement Option 2 (add median, curb extensions, and street trees / landscaping)	Short-term	DelDOT, City of Dover, Dover-Kent MPO
	Establish a coalition to further design, implement, and maintain the gateway concept for the triangle and median island at Division Street and Weston Drive, including landscaping in front of the laundromat	Medium-term	DelDOT, City of Dover, Downtown Dover Partnership
	Revise/establish parking code in areas west of railroad so that when redevelopment occurs parking is located behind buildings and the building is oriented to the street (review/update/extend Corridor Overlay Zone)	Medium-term	City of Dover, DelDOT
	Widen sidewalk to shared use path in front of school, as first step in implementing this priority segment of the Senator Bikeway	Medium-term	DelDOT, City of Dover, Dover-Kent MPO
	Minimize direct access to Division Street through policy: <ul style="list-style-type: none"> <li>On the north side, where alley access is available, require access from the alley, not Division Street for residential uses</li> <li>Where access from side street is available, no direct access to Division Street would be permitted</li> <li>Where no alternative other than direct access to Division Street or Forest Street is available, seek opportunities for shared access</li> </ul>	Short and Medium-term	City of Dover, DelDOT
	Tighten the right turn radius from Gibbs Drive onto Forest Street and shorten pedestrian crossing distance	Medium-term	DelDOT, Dover-Kent MPO, City of Dover
	Complete sidewalk between Ridgely Street and West Street crossing the railroad	Medium-term	DelDOT, Dover-Kent MPO, City of Dover
Land Use / Urban Design	Promote commercial / mixed use corridor east of the railroad tracks	Ongoing	City of Dover
	Promote 2-3 story buildings on Division Street that meet building form / aesthetic guidelines described in this and other recent central Dover plans possibly through form based code (see corridor-wide recommendations)	Short-term	City of Dover
	Expand "dangerous building" definition to include blight and demolish dangerous buildings on Division Street	Medium-term	City of Dover
Forest Street			
Transportation	Study intersections of Carver Road at SR15 (Saulsbury Road) and SR8 to address left turn and safety concerns. (Carver Road is used by buses serving the cluster of schools here.)	Short-term	DelDOT
	Work with DelDOT to implement the roundabout and streetscape project at the Duncan Center and integrate streetscape design (lighting, sidewalk, etc.) along Forest Street to Weston Drive. *Street trees should become less dense and frequent moving west.	Medium-term	City of Dover, Dover-Kent MPO
	Secure funding for Clarence Street Extension construction	Medium-term	Dover-Kent MPO, City of Dover, DelDOT
	Develop plans for safer pedestrian crossings in the vicinity of the Railroad crossing between New Street and Lincoln Street	Medium-term	Dover-Kent MPO, City of Dover, DelDOT
	Adjust curbs / striping at Gibbs Street and along the gateway triangle at Division Street according to Preferred Design (Option 2)	Short-term	Dover-Kent MPO, DelDOT
Land Use / Urban Design	Implement residential use/zoning on the south side of Forest Street from Saulsbury Road to Lincoln Street	Short-term, Ongoing	City of Dover
	Encourage redevelopment of public storage site and commercial/industrial areas across Forest Street to the south to be more like Lookerman Street streetscape, with smaller setbacks and more traditional "main street" style development. (Community would like to include: hotel; neighborhood commercial, mixed use, community gardens, recreation opportunities)	Long-term	Downtown Dover Partnership

# Acknowledgements

This plan was made possible by the Dover-Kent MPO and through support by the City of Dover, NCALL, Inner City Sankofa Cultural Arts Center, and the contributions of the stakeholders and community members involved in the process. The preparation of this document was financed in part with funds provided by the Federal Government, including the Federal Transit Administration and the Federal Highway Administration of the United States Department of Transportation.

## STAKEHOLDER INTERVIEWS:

Bayhealth  
Bennie Smith (Invited)  
Capital School District  
David Anderson, City Council  
Delaware Department of Transportation  
Delaware Transit Corporation  
Department of Public Works, City of Dover  
Downtown Dover Partnership  
Dover Bicycle and Pedestrian Subcommittee  
Dover Interfaith Mission for Housing  
Dover Police Department  
Golden Chariot  
Habitat for Humanity (invited)  
Harrington Realty (Invited)

Joe Burden (Invited)  
City of Dover Mayor's Office  
McGinnis Realty  
NCALL  
Roy Sudler (Invited)  
Tim Slavin, City Council (Invited)  
Wesley College

## PROJECT TEAM:

Rich Vetter, Dover-Kent MPO  
Ann Marie Townshend, City of Dover  
Tamika Graham, NCALL  
Jeff Riegner, WRA  
Andrea Trabelsi, WRA

# Resources

City of Dover Bicycle and Pedestrian Plans | Plans for enhancing bicycling and walking in Dover, completed in 2015 | [www.cityofdover.com/Bicyclists-and-Pedestrians/](http://www.cityofdover.com/Bicyclists-and-Pedestrians/)

Restoring Central Dover | Initiative led by NCALL and community and city representatives working to realize the community's vision for vitality and implement positive change in Dover | [www.ncall.org/community-impact/restoring-central-dover/](http://www.ncall.org/community-impact/restoring-central-dover/)

Transit Center Neighborhood Plan | Completed in 2011, this plan aims to provide the City of Dover with a design and planning strategy for development around the Dover Transit Center | <http://doverkentmpo.delaware.gov/dover-transit-center-neighborhood-plan-and-design-guidelines/>

City of Dover Comprehensive Plan | Published in 2008 with subsequent updates, this plan addresses the full slate of issues and concerns important to the community, including land use, transportation, the environment, and the general future of the City | <http://www.cityofdover.com/Comprehensive-Plan-4005/>

DelDOT Pedestrian/ADA Inventory and Assessment Map | <http://deldot.maps.arcgis.com/apps/PublicInformation/index.html?appid=d070f4a24c6f4bab80039b31e9f9e0f4>

Downtown Dover Partnership | drives business and job opportunities, growth of economic and cultural assets, and development of commercial and residential real estate, while preserving the City of Dover's historic qualities | <http://www.downtowndoverpartnership.com/>

Downtown Development District and Downtown Redevelopment Target Area | Area within which incentives in the forms of tax abatements, impact fee waivers, construction rebates, and building permit caps are offered | <http://www.cityofdover.com/Dovers-Downtown-Development-District-210248/>